



# Oregon

Theodore R. Kulongoski, Governor

Department of Land Conservation and Development

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www.lcd.state.or.us



## NOTICE OF ADOPTED AMENDMENT

05/21/2012

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 001-12

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. 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: Friday, June 01, 2012

This amendment was submitted to DLCD for review prior to adoption 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

<paa> YA

**FOR 2 Notice of Adoption**

THIS FORM MUST BE MAILED TO DLCD  
WITHIN 5 WORKING DAYS AFTER THE FINAL DECISION  
PER ORS 197.610, OAR CHAPTER 660 - DIVISION 18



Jurisdiction: Keizer Local file number: CP2012-01  
Date of Adoption: 5/7/2012 Date Mailed: 5/11/2012  
Date original Notice of Proposed Amendment was mailed to DLCD: 1/26/2012

- Comprehensive Plan Text Amendment
- Comprehensive Plan Map Amendment
- Land Use Regulation Amendment
- Zoning Map Amendment
- New Land Use Regulation
- Other: \_\_\_\_\_

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

Adopt a 20-year population forecast for the city.  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Describe how the adopted amendment differs from the proposed amendment. If it is the same, write "SAME".  
If you did not give Notice for the Proposed Amendment, write "N/A".

Same.  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Plan Map Changed from: na to: na  
Zone Map Changed from: na to: na  
Location: na Acres Involved: na  
Specify Density: Previous: na New: na  
Applicable Statewide Planning Goals: na

Was and Exception Adopted?  YES  NO

DLCD File No.: 001-12 (19161) [17040]

Did the Department of Land Conservation and Development receive a Notice of Proposed Amendment.....

Forty-five (45) days prior to first evidentiary hearing?  Yes  No

If no, do the statewide planning goals apply?  Yes  No

If no, did Emergency Circumstances require immediate adoption?  Yes  No

Affected State or Federal Agencies, Local Governments or Special Districts:

none

Local Contact: Sam Litke, Senior Planner Phone: (503) 856-3442 Extension: \_\_\_\_\_

Address: 390 Chemawa Rd. City: Keizer

Zip Code + 4: 97307- Email Address: litkes@keizer.org

## ADOPTION SUBMITTAL REQUIREMENTS

This form **must be mailed** to DLCD **within 5 working days after the final decision**  
per ORS 197.610, OAR Chapter 660 - Division 18.

1. Send this Form and TWO (2) Copies of the Adopted Amendment to:

**ATTENTION: PLAN AMENDMENT SPECIALIST  
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT  
635 CAPITOL STREET NE, SUITE 150  
SALEM, OREGON 97301-2540**

2. Submit **TWO (2) copies** the adopted material, if copies are bounded please submit **TWO (2) complete copies** of documents and maps.

3. Please Note: Adopted materials must be sent to DLCD not later than **FIVE (5) working days** following the date of the final decision on the amendment.

4. Submittal of this Notice of Adoption must include the text of the amendment plus adopted findings and supplementary information.

5. The deadline to appeal will not be extended if you submit this notice of adoption within five working days of the final decision. Appeals to LUBA may be filed within **TWENTY-ONE (21) days** of the date, the Notice of Adoption is sent to DLCD.

6. In addition to sending the Notice of Adoption to DLCD, you must notify persons who participated in the local hearing and requested notice of the final decision.

7. **Need More Copies?** You can copy this form on to 8-1/2x11 green paper only; or call the DLCD Office at (503) 373-0050; or Fax your request to:(503) 378-5518; or Email your request to **maru.ulloa@state.or.us** - ATTENTION: PLAN AMENDMENT SPECIALIST.

1 BILL NO. 635

A BILL

ORDINANCE NO.

2012- 656

3 FOR

4  
5 AN ORDINANCE

6  
7  
8 AMENDING KEIZER COMPREHENSIVE PLAN CHAPTER  
9 II REGARDING 20 YEAR POPULATION FORECAST;  
10 AMENDING ORDINANCE 87-077  
11

12  
13 WHEREAS, the Keizer Planning Commission has recommended to the Keizer  
14 City Council amendments to the Keizer Comprehensive Plan (Ordinance No. 87-077);  
15 and

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

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

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

23 NOW, THEREFORE,

24 The City of Keizer ordains as follows:

25 Section 1. FINDINGS. The City of Keizer adopts the Findings set forth in  
26 Exhibit "A" attached hereto and by this reference incorporated herein.

1 Section 2. AMENDMENT TO THE KEIZER COMPREHENSIVE PLAN.

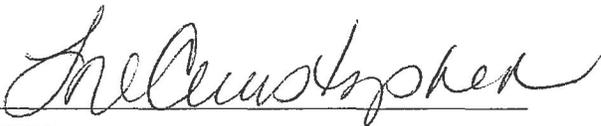
2 The Keizer Comprehensive Plan (Ordinance No. 87-077) is hereby amended by the  
3 adoption of the changes to Chapter II as set forth in Exhibit "B" attached hereto, and by  
4 this reference incorporated herein.

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

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

14 PASSED this 7th day of May, 2012

15  
16 SIGNED this 7th day of May, 2012

17  
18   
19 \_\_\_\_\_

20 Mayor  
21   
22 \_\_\_\_\_  
23 City Recorder

## EXHIBIT "A"

### Findings regarding the adoption of an amendment to the Keizer Comprehensive Plan.

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 Text Amendment 2012-01. Public hearings were held before the Planning Commission on March 14, 2012 and also before the City Council on April 2, 2012. The Planning Commission reviewed the proposed revision and in a unanimous vote recommended that it be adopted. The City Council voted to direct staff to prepare findings and an ordinance to adopt the proposed amendment.
  - b. The proposed text amendment to the city's comprehensive plan will adopt an updated 20 year population forecast. In addition, the updated population forecast will serve as the foundation for the Economic Opportunities Analysis and Housing Needs Analysis which will each utilize this adopted population forecast to determine the future employment and housing needs for the city. The city's last population forecast was done in 1994.
2. Amendments to the Comprehensive Plan or Development Code shall be approved if the evidence can substantiate the following. 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 text amendment 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 revision to the comprehensive plan reflects a demonstrated need. The City Council has recognized that from time to time the Keizer comprehensive plan should be updated to avoid having the planning document become so out of date that it would require a massive and costly comprehensive update. The revision is intended to update the city's 20 year population forecast. As such, the proposed comprehensive plan revision complies with this review 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 text amendment complies with the statewide land use planning goals as discussed below.

**Goal 1 – Citizen Involvement:** The adoption of this ordinance followed notice to interested parties, a public process of decision making involving public hearings, deliberation, and ordinance adoption. Public notice was provided in the Keizertimes. Public hearings were held before the Planning Commission and the City Council. Public hearings were held before the Planning Commission on March 14, 2012 and also before the City Council on April 2, 2012. 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 planning process as required by this goal and with implementing administrative rules within Oregon Administrative Rules.

**Goal 2 – Land Use Planning:** This ordinance amends the Keizer Comprehensive Plan. 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 Keizertimes. Public hearings were conducted before both the planning commission and city council where an opportunity for both verbal and written testimony was provided. Three people provided public testimony at the Planning Commission and none during the City Council’s public hearing. One person indicated that the population forecast is a goal and commented on the costs of development; another indicated that he was trying to figure it all out; and a third commented on crime in south Keizer. In response to the public testimony, the intent of the 20 year population is that it is in fact a goal that will allow the city to be able to better plan what levels of infrastructure will be needed to accommodate future growth and what the costs associated with this development will be. The comments related to real or perceived levels of crime in a sector of the city were determined to be best addressed by the City Council through the budget process and not germane to this planning process. Additionally, the city provided notice of this 20 year population forecast to each of the cities within Marion County as required by state law. Only Salem and Marion County provided any comments. Salem indicated that they do not object to the population forecast and Marion County provided a letter of support indicating that Keizer’s 20 year forecast of 48,089 is reasonable and consistent with the county’s 20 year projection. Therefore, the proposed revision to the comprehensive plan 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. The amendment involves the adoption of an updated 20 year population forecast that will affect lands that are within the boundaries of the city limits of Keizer. Since the text amendment will only involve lands that are designated inside the city limits it will not affect either the EFU or the SA zoned lands or lawful uses occurring on those lands. It will be a planning tool that will be used as part of the EOA and HNA process. These will be used to determine the future land needs for both employment and residential needs. Therefore, the proposed comprehensive plan amendment will comply with the Farm Land Goal and 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. There are no zone districts that are specifically designated within the city limits to allow for commercial forestry. Also, there are no commercial forest lands near or adjacent to Keizer. The amendment to the city’s comprehensive plan will not involve any land which is designated as forest land, nor will it impact the use of any forest lands. The amendment involves the adoption of an updated 20 year population forecast that will affect lands that are within the boundaries of the city limits of Keizer. Since the text amendment will only involve lands that are designated inside the city limits it will not affect either the EFU or the SA zoned lands or lawful uses occurring on those lands. It will be a planning tool that will be used as part of the EOA and HNA process. These will be used to determine the future land needs for both employment and residential needs. Therefore, this Goal and implementing administrative rules are not applicable to the proposed comprehensive plan amendment.

**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. The proposed amendment to the comprehensive plan to include an updated 20 year population forecast 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. The updated 20 year population forecast will have no impact on the city’s regulations affecting natural resource protection. Therefore, the proposed text amendment to the city’s comprehensive plan 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 any 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 revisions to the city's comprehensive plan 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 revisions to the comprehensive plan for an updated 20 year population forecast 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 proposed amendment to the city's comprehensive plan to adopt an updated 20 year population forecast will not by itself have any impact on the recreational activities or uses that occur on any park land within the city. It is anticipated that one of the future tasks for the city to undertake will be to update the Parks and Recreation Master Plan so that this planning document can be revised to incorporate the population update. This update will likely result in some of the findings,

policies, and objectives with the master plan needing to be revised as a result of the population forecast. Therefore, the amendment to the comprehensive plan will not impact either this goal or 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 (EOA) 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. The result of that regional analysis showed that there was a deficit of land of approximately 200 acres within Keizer to be able to meet the anticipated future employment needs within the community. The regional EOA also contained several study areas within the region which were identified as high value opportunity sites. One was identified and studied in the north part of the Keizer area that was outside of the city limits and the Keizer portion of the combined urban growth boundary. The state (DLCD) encouraged the participants within the regional study to not be constrained by the limitations of a line on a map. This area was comprised of approximately 900 acres and is generally east of River Road and west of I-5. This was an area that Keizer identified as a viable area to potentially locate high value employment sites in an effort to reduce the city’s employment to residents’ ratio of 7 to 1 to something more in line with other similar sized jurisdictions. A follow up to that study is for the city to adopt a local economic vision geared specifically to economic opportunities facing Keizer. This economic vision will be used to guide the city in the development of a local economic opportunity analysis needs.

The regional Economic Opportunities Analysis (EOA) recognized that Keizer’s primary competitive advantages are: its location in the central Willamette Valley; access to and visibility from the state’s major north-south transportation facility – I-5; the presence of the State government in Salem; high quality of life; its access to highly educated and skilled labor from the local region and the Willamette Valley; its relative proximity to Portland with its abundance of cultural and urban amenities, access to higher education all make the city attractive to businesses that need access to educated workers and want a high quality of life. These factors make Keizer attractive to both residents and businesses that want a high quality of life where they live and work.

The regional EOA provides documentation of the limited amount of employment land that currently exists in Keizer and the large amount of land in Salem that is available for large scale industrial and commercial developments. 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. To achieve this vision, the city will pursue providing new high value employment opportunities in a “campus” setting to provide Keizer with

economic growth opportunities that capitalize its location advantages. Identified targeted businesses/activities and industries may include: medical facilities including research, development and support; technical support industries including high-tech support and research and development; educational research including job training; sporting events; professional services including corporate headquarters. The proposed amendment to the city's comprehensive plan to adopt on updated 20 year population forecast will be incorporated into the city economic development plans. A local EOA is scheduled to be conducted this year and will utilize the updated 20 year population forecast so the result is that the local EOA is based on this adopted population forecast. The local EOA will then become the planning document that will guide the city in the development of economic policies and objectives. Therefore, the proposal is 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 and housing needs analysis for the Salem – Keizer regional area. That planning analysis indicated that there is deficit of over 400 acres of land within Keizer to meet the projected 20 year residential housing needs. A follow up to that study is scheduled this year and will result in the city adopting a local housing needs analysis that will be geared specifically to Keizer and will document the projected 20 year housing needs of the city. This local housing needs analysis will make use of the updated 20 year population forecast. The proposed amendment to the city's comprehensive plan will not impact either this goal or 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, and an established street system. Administrative, police, and public safety services 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. The intent of the 20 year population forecast is that it will become the basis for additional comprehensive planning analysis to determine the levels of public facilities and services that may be needed to be increased to be better able to serve the projected 20 year population. If it is determined that any future boundary expansion is warranted then an appropriate analysis of the needed level of services and compliance with all Goal 14 requirements will be required. The proposed text amendment to the city's comprehensive plan will not impact any of the city's public facilities and services and therefore 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. The intent of the 20 year population

forecast is that it will become the basis for additional comprehensive planning analysis to determine the levels of public facilities and services that may be needed to be increased to be better able to serve the projected 20 year population. If it is determined that any future boundary expansion is warranted then an appropriate analysis of the needed level of services would be required. The proposed text amendment will not affect either this goal or 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 comprehensive plan text amendments will not impact 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. If it is determined that any future boundary expansion is warranted then an appropriate analysis of the needed level of services and compliance with all Goal 14 requirements will be required. That level of review is beyond the scope of this adoption of an updated 20 year population forecast. The proposed text amendment to the city’s comprehensive plan to adopt a 20 year population forecast 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, and 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 flanks of Keizer the proposed text amendments will not impact the Willamette River. The revision to the city’s comprehensive plan to adopt a 20 year population forecast will have no 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 ocean. Since Keizer is not located along the coast these goals are not applicable

In consideration of the above findings, the proposed comprehensive plan revision to update a 20 year population forecast 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:** The proposed amendment is intended in part to correct several identified errors within the existing regulations.

The forecast is derived from the methodology that was developed as part of Marion County’s coordinated population projections study. Marion County in 2009 amended its Comprehensive Plan to include a county-wide 20-year population forecast. This population projection 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. Marion County’s coordination forecast is included by this reference and a detailed document can be found at [www.co.marion.or.us](http://www.co.marion.or.us).

The county’s population projection included, by way of illustration, a low, mid and high range forecast for each of the cities in the county. For Keizer, these were 41,491 as a low estimate; 49,486 as a mid-range estimate; and, a high range forecast of 57,481. During a work session the council indicated that the low estimate was too low; the high forecast was too high; and the mid-range estimate may also be a bit too high. The recommended forecast of 48,089 reflects PSU mid range forecast that was used to develop the county’s projections. This estimate would be the most defensible of any projection, as PSU is the state contracted agency which produces estimates across the state, and has done so for several decades.

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 4.8% throughout the decade. The 2011, Portland State University (PSU) certified population for the city is 36,715. The projected growth for the upcoming 20-year planning period reflects an annual growth of 1.4%. This compares to overall average annual growth of 2.9% since the city’s incorporation, but that factors the large growth rates of the 1990 and early 2000’s.

	1983*	1990	2000	2010	Projected 2032
<b>Population</b>	19,654	21,768	32,203	36,478	48,089
<b>increase</b>		2,114	10,435	4,275	11,611
<b>Percent increase</b>		10.7%	47.9%	13.2%	31.8%**
<b>Average growth rate</b>		1.5%	4.8%	1.3%	1.4%

- \* Incorporation of city
- \*\* over the 22 year period

For the purpose of these planning studies the city can expect to increase its population by slightly over 11,000 in the next 20 years. This does not obligate or guarantee that the city to grow by this much during this 20 year period, rather it allows the city to plan what it would take to accommodate this additional growth. It is important to keep in mind that the forecast is an estimated, abstract number that is intended to be fairly general and to be used as a planning tool and not as a limiting encumbrance of any kind.

While there are no Comprehensive Plan goals or policies that offer guidance it is determined that the proposed amendment to the zone code represents a logical implementation of the Keizer Comprehensive Plan. The proposed amendment is mandated by state law. As part of the mandated periodic review process the city is required to adopt a 20 year population forecast that will be used to develop an updated EOA and HNA. The City Council has, by this adoption, determined that the text revision to update a 20 year population forecast is desirable, appropriate, and proper. As such, the proposal complies with this criterion.

Draft population revision ONLY. Other sections scheduled to be revised as part of periodic review are noted in brackets. BRACKETED SECTIONS ARE NOT PART OF THE AMENDMENTS.

## 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 ~~twelfth~~ 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.

~~Today, As of July 1, 2011, Keizer has had a population of 36,715 almost 20,000 persons. 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 provides fire protection, and the Salem-Keizer School District 24J provides public education. The city remains a suburban residential community with most residents working and shopping in Salem, and other areas of Marion County. (2012)~~

### B. EXISTING CONDITIONS

#### 1. POPULATION AND EMPLOYMENT (2012)

~~The future of Keizer depends on changes in the Salem/Keizer regional economy. The 1980 U.S. Census shows populations of 249,895 for the metropolitan area of Marion and Polk counties; about 10% of the 2,638,000 people in Oregon. The average annual growth rates for population was slightly greater in the Salem/Keizer region than in Oregon for all periods since 1960, averaging 2.7% between 1960 and 1980.~~

~~The gains during the 1970's and the losses during the recession of the early 1980's offset one another. The decreased rate of growth in population in the State and the region is more likely a short-run response to the recession rather than a new long-run trend. The likely future for Oregon and the Willamette Valley is renewed growth, though at less than the growth rates of the 1970's.~~

~~In Keizer between 1970 and 1980 the total population increased 63% to 48,952. The City's population was 19,654 at the time of its incorporation census (April 18, 1983).~~

Draft population revision ONLY. Other sections scheduled to be revised as part of periodic review are noted in brackets. BRACKETED SECTIONS ARE NOT PART OF THE AMENDMENTS.

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 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 it 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)

Draft population revision ONLY. Other sections scheduled to be revised as part of periodic review are noted in brackets. BRACKETED SECTIONS ARE NOT PART OF THE AMENDMENTS.

	<u>1983*</u>	<u>1990</u>	<u>2000</u>	<u>2010</u>	<u>Projected 2032</u>
<u>Population</u>	19,654	21,768	33,203	36,478	48,089
<u>increase</u>		2,114	10,435	4,275	11,611
<u>Percent increase</u>		10.7%	47.9%	13.2%	31.8%
<u>Average growth rate</u>		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 MSA (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) [*This section is scheduled to be updated as part of periodic review update.*]

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 have a decreasing share of the employment in the local economy. This decrease results in part (e.g., lumber and wood products,

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food processing), and growth in other manufacturing industries from increasing mechanization, decreasing employment in extractive industries (e.g., machinery, printing, other durable goods).

Despite the recessionary halt in population and employment growth since 1979, 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 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 3,300 in 1985.

3.2. HOUSING *[This section is scheduled to be updated as part of periodic review update.]*

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 259, 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.

4.3. LAND USE EMPLOYMENT *[This section is scheduled to be updated as part of periodic review update.]*

Keizer contains approximately 4,400 acres. 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.

5.4. BUILDABLE LANDS *[This section is scheduled to be updated as part of periodic review update.]*

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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 1 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	391.2	8.9
Total Developed	2,247.0	51.2
Undeveloped		
Total Vacant	2,142.6	48.8

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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

6.5. 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 historic resources. 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.

7.6. 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. 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 major undeveloped areas.
- c. Adequate sewer service is provided to the urbanized portions of the City. No sewer service is available to major undeveloped areas, 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. Sewer treatment is provided by the City of Salem under a service agreement, which expires in 1991.
- 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.

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- f. The City is responsible for a dike constructed along the east bank of the Willamette River in southwest Keizer.
- g. Park lands developed and undeveloped are inadequate.
- h. Transportation facilities and public transportation services in Keizer are adequate to handle existing travel demands.

## C. EXPECTED FUTURE GROWTH

### 1. RELATIONSHIP 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 opportunity in Keizer.

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

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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 10,592 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 *[This section is scheduled to be updated as part of periodic review update.]*

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,

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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 ~~48,089 by 2032, about 25,600 by 1995, and 30,200 by 2005 and 33,927 by 2006.~~ (2012)

~~The level of future employment in Keizer is more sensitive to public policy than the level of population or housing. If Keizer adopts no policies that restrict growth and continues to provide adequate public services, employment will grow to about 5,600 by 2005. If, however, Keizer pursues an aggressive program of economic development in an effort to expand its employment base and change what is now essentially a residential character, employment might reach 7,000–8,000.~~

3. LAND USE AND URBANIZATION GUIDELINES [This section is scheduled to be updated as part of periodic review update.]

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 those 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).

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- 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<sup>1</sup>  
City of Keizer

Forecast	Expected Increase 1984 -2005	Land Use Type	Range Of Acres
Population	10,592	Single-family	801-921
		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

<sup>1</sup> 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.

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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:

- 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. The concepts directing growth in these two areas differ substantially.

The results of citizens' comments at public meetings about how Keizer should look and grow during the next 20 years suggested these guidelines for detailed planning analysis and policy development.

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 industrial and commercial development, and for a mix of single and multi-family housing. Keizer should place a high priority on

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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.
6. The area around the Willow Lake Sewage Treatment Plant should be considered a special policy area, and policies should be developed to address the unique characteristics of that area.
7. Open space areas along Claggett Creek and the Willamette River should be preserved.
8. 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 concepts form the foundation of the plan's goals, policies, and land-use designation described in Chapter III.

1 BILL NO. 635

A BILL

ORDINANCE NO.

2012- 656

3 FOR

4  
5 AN ORDINANCE

6  
7  
8 AMENDING KEIZER COMPREHENSIVE PLAN CHAPTER  
9 II REGARDING 20 YEAR POPULATION FORECAST;  
10 AMENDING ORDINANCE 87-077  
11

12  
13 WHEREAS, the Keizer Planning Commission has recommended to the Keizer  
14 City Council amendments to the Keizer Comprehensive Plan (Ordinance No. 87-077);  
15 and

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

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

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

23 NOW, THEREFORE,

24 The City of Keizer ordains as follows:

25 Section 1. FINDINGS. The City of Keizer adopts the Findings set forth in  
26 Exhibit "A" attached hereto and by this reference incorporated herein.

1 Section 2. AMENDMENT TO THE KEIZER COMPREHENSIVE PLAN.

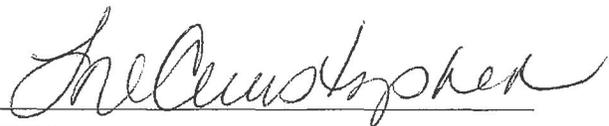
2 The Keizer Comprehensive Plan (Ordinance No. 87-077) is hereby amended by the  
3 adoption of the changes to Chapter II as set forth in Exhibit "B" attached hereto, and by  
4 this reference incorporated herein.

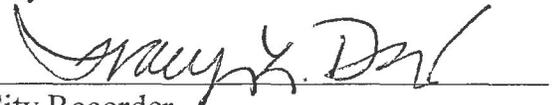
5 Section 3. SEVERABILITY. If any section, subsection, sentence, clause,  
6 phrase, or portion of this Ordinance is for any reason held invalid or unconstitutional, or  
7 is denied acknowledgment by any court or board of competent jurisdiction, including,  
8 but not limited to the Land Use Board of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

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

14 PASSED this 7th day of May, 2012

15  
16 SIGNED this 7th day of May, 2012

17  
18  
19   
20 \_\_\_\_\_  
Mayor

21  
22   
23 \_\_\_\_\_  
City Recorder

## EXHIBIT "A"

### Findings regarding the adoption of an amendment to the Keizer Comprehensive Plan.

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 Text Amendment 2012-01. Public hearings were held before the Planning Commission on March 14, 2012 and also before the City Council on April 2, 2012. The Planning Commission reviewed the proposed revision and in a unanimous vote recommended that it be adopted. The City Council voted to direct staff to prepare findings and an ordinance to adopt the proposed amendment.
  - b. The proposed text amendment to the city's comprehensive plan will adopt an updated 20 year population forecast. In addition, the updated population forecast will serve as the foundation for the Economic Opportunities Analysis and Housing Needs Analysis which will each utilize this adopted population forecast to determine the future employment and housing needs for the city. The city's last population forecast was done in 1994.
2. Amendments to the Comprehensive Plan or Development Code shall be approved if the evidence can substantiate the following. 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 text amendment 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 revision to the comprehensive plan reflects a demonstrated need. The City Council has recognized that from time to time the Keizer comprehensive plan should be updated to avoid having the planning document become so out of date that it would require a massive and costly comprehensive update. The revision is intended to update the city's 20 year population forecast. As such, the proposed comprehensive plan revision complies with this review 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 text amendment complies with the statewide land use planning goals as discussed below.

**Goal 1 – Citizen Involvement:** The adoption of this ordinance followed notice to interested parties, a public process of decision making involving public hearings, deliberation, and ordinance adoption. Public notice was provided in the Keizertimes. Public hearings were held before the Planning Commission and the City Council. Public hearings were held before the Planning Commission on March 14, 2012 and also before the City Council on April 2, 2012. 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 planning process as required by this goal and with implementing administrative rules within Oregon Administrative Rules.

**Goal 2 – Land Use Planning:** This ordinance amends the Keizer Comprehensive Plan. 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 Keizertimes. Public hearings were conducted before both the planning commission and city council where an opportunity for both verbal and written testimony was provided. Three people provided public testimony at the Planning Commission and none during the City Council’s public hearing. One person indicated that the population forecast is a goal and commented on the costs of development; another indicated that he was trying to figure it all out; and a third commented on crime in south Keizer. In response to the public testimony, the intent of the 20 year population is that it is in fact a goal that will allow the city to be able to better plan what levels of infrastructure will be needed to accommodate future growth and what the costs associated with this development will be. The comments related to real or perceived levels of crime in a sector of the city were determined to be best addressed by the City Council through the budget process and not germane to this planning process. Additionally, the city provided notice of this 20 year population forecast to each of the cities within Marion County as required by state law. Only Salem and Marion County provided any comments. Salem indicated that they do not object to the population forecast and Marion County provided a letter of support indicating that Keizer’s 20 year forecast of 48,089 is reasonable and consistent with the county’s 20 year projection. Therefore, the proposed revision to the comprehensive plan 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. The amendment involves the adoption of an updated 20 year population forecast that will affect lands that are within the boundaries of the city limits of Keizer. Since the text amendment will only involve lands that are designated inside the city limits it will not affect either the EFU or the SA zoned lands or lawful uses occurring on those lands. It will be a planning tool that will be used as part of the EOA and HNA process. These will be used to determine the future land needs for both employment and residential needs. Therefore, the proposed comprehensive plan amendment will comply with the Farm Land Goal and 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. There are no zone districts that are specifically designated within the city limits to allow for commercial forestry. Also, there are no commercial forest lands near or adjacent to Keizer. The amendment to the city’s comprehensive plan will not involve any land which is designated as forest land, nor will it impact the use of any forest lands. The amendment involves the adoption of an updated 20 year population forecast that will affect lands that are within the boundaries of the city limits of Keizer. Since the text amendment will only involve lands that are designated inside the city limits it will not affect either the EFU or the SA zoned lands or lawful uses occurring on those lands. It will be a planning tool that will be used as part of the EOA and HNA process. These will be used to determine the future land needs for both employment and residential needs. Therefore, this Goal and implementing administrative rules are not applicable to the proposed comprehensive plan amendment.

**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. The proposed amendment to the comprehensive plan to include an updated 20 year population forecast 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. The updated 20 year population forecast will have no impact on the city’s regulations affecting natural resource protection. Therefore, the proposed text amendment to the city’s comprehensive plan 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 any 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 revisions to the city's comprehensive plan 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 revisions to the comprehensive plan for an updated 20 year population forecast 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 proposed amendment to the city's comprehensive plan to adopt an updated 20 year population forecast will not by itself have any impact on the recreational activities or uses that occur on any park land within the city. It is anticipated that one of the future tasks for the city to undertake will be to update the Parks and Recreation Master Plan so that this planning document can be revised to incorporate the population update. This update will likely result in some of the findings,

policies, and objectives with the master plan needing to be revised as a result of the population forecast. Therefore, the amendment to the comprehensive plan will not impact either this goal or 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 (EOA) 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. The result of that regional analysis showed that there was a deficit of land of approximately 200 acres within Keizer to be able to meet the anticipated future employment needs within the community. The regional EOA also contained several study areas within the region which were identified as high value opportunity sites. One was identified and studied in the north part of the Keizer area that was outside of the city limits and the Keizer portion of the combined urban growth boundary. The state (DLCD) encouraged the participants within the regional study to not be constrained by the limitations of a line on a map. This area was comprised of approximately 900 acres and is generally east of River Road and west of I-5. This was an area that Keizer identified as a viable area to potentially locate high value employment sites in an effort to reduce the city’s employment to residents’ ratio of 7 to 1 to something more in line with other similar sized jurisdictions. A follow up to that study is for the city to adopt a local economic vision geared specifically to economic opportunities facing Keizer. This economic vision will be used to guide the city in the development of a local economic opportunity analysis needs.

The regional Economic Opportunities Analysis (EOA) recognized that Keizer’s primary competitive advantages are: its location in the central Willamette Valley; access to and visibility from the state’s major north-south transportation facility – I-5; the presence of the State government in Salem; high quality of life; its access to highly educated and skilled labor from the local region and the Willamette Valley; its relative proximity to Portland with its abundance of cultural and urban amenities, access to higher education all make the city attractive to businesses that need access to educated workers and want a high quality of life. These factors make Keizer attractive to both residents and businesses that want a high quality of life where they live and work.

The regional EOA provides documentation of the limited amount of employment land that currently exists in Keizer and the large amount of land in Salem that is available for large scale industrial and commercial developments. 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. To achieve this vision, the city will pursue providing new high value employment opportunities in a “campus” setting to provide Keizer with

economic growth opportunities that capitalize its location advantages. Identified targeted businesses/activities and industries may include: medical facilities including research, development and support; technical support industries including high-tech support and research and development; educational research including job training; sporting events; professional services including corporate headquarters. The proposed amendment to the city's comprehensive plan to adopt on updated 20 year population forecast will be incorporated into the city economic development plans. A local EOA is scheduled to be conducted this year and will utilize the updated 20 year population forecast so the result is that the local EOA is based on this adopted population forecast. The local EOA will then become the planning document that will guide the city in the development of economic policies and objectives. Therefore, the proposal is 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 and housing needs analysis for the Salem – Keizer regional area. That planning analysis indicated that there is deficit of over 400 acres of land within Keizer to meet the projected 20 year residential housing needs. A follow up to that study is scheduled this year and will result in the city adopting a local housing needs analysis that will be geared specifically to Keizer and will document the projected 20 year housing needs of the city. This local housing needs analysis will make use of the updated 20 year population forecast. The proposed amendment to the city's comprehensive plan will not impact either this goal or 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, and an established street system. Administrative, police, and public safety services 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. The intent of the 20 year population forecast is that it will become the basis for additional comprehensive planning analysis to determine the levels of public facilities and services that may be needed to be increased to be better able to serve the projected 20 year population. If it is determined that any future boundary expansion is warranted then an appropriate analysis of the needed level of services and compliance with all Goal 14 requirements will be required. The proposed text amendment to the city's comprehensive plan will not impact any of the city's public facilities and services and therefore 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. The intent of the 20 year population

forecast is that it will become the basis for additional comprehensive planning analysis to determine the levels of public facilities and services that may be needed to be increased to be better able to serve the projected 20 year population. If it is determined that any future boundary expansion is warranted then an appropriate analysis of the needed level of services would be required. The proposed text amendment will not affect either this goal or 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 comprehensive plan text amendments will not impact 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. If it is determined that any future boundary expansion is warranted then an appropriate analysis of the needed level of services and compliance with all Goal 14 requirements will be required. That level of review is beyond the scope of this adoption of an updated 20 year population forecast. The proposed text amendment to the city’s comprehensive plan to adopt a 20 year population forecast 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, and 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 flanks of Keizer the proposed text amendments will not impact the Willamette River. The revision to the city’s comprehensive plan to adopt a 20 year population forecast will have no 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 ocean. Since Keizer is not located along the coast these goals are not applicable

In consideration of the above findings, the proposed comprehensive plan revision to update a 20 year population forecast 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:** The proposed amendment is intended in part to correct several identified errors within the existing regulations.

The forecast is derived from the methodology that was developed as part of Marion County’s coordinated population projections study. Marion County in 2009 amended its Comprehensive Plan to include a county-wide 20-year population forecast. This population projection 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. Marion County’s coordination forecast is included by this reference and a detailed document can be found at [www.co.marion.or.us](http://www.co.marion.or.us).

The county’s population projection included, by way of illustration, a low, mid and high range forecast for each of the cities in the county. For Keizer, these were 41,491 as a low estimate; 49,486 as a mid-range estimate; and, a high range forecast of 57,481. During a work session the council indicated that the low estimate was too low; the high forecast was too high; and the mid-range estimate may also be a bit too high. The recommended forecast of 48,089 reflects PSU mid range forecast that was used to develop the county’s projections. This estimate would be the most defensible of any projection, as PSU is the state contracted agency which produces estimates across the state, and has done so for several decades.

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 it largest annual average growth rate of 4.8% throughout the decade. The 2011, Portland State University (PSU) certified population for the city is 36,715. The projected growth for the upcoming 20-year planning period reflects an annual growth of 1.4%. This compares to overall average annual growth of 2.9% since the city’s incorporation, but that factors the large growth rates of the 1990 and early 2000’s.

	1983*	1990	2000	2010	Projected 2032
<b>Population</b>	19,654	21,768	32,203	36,478	48,089
<b>increase</b>		2,114	10,435	4,275	11,611
<b>Percent increase</b>		10.7%	47.9%	13.2%	31.8%**
<b>Average growth rate</b>		1.5%	4.8%	1.3%	1.4%

- \* Incorporation of city
- \*\* over the 22 year period

For the purpose of these planning studies the city can expect to increase its population by slightly over 11,000 in the next 20 years. This does not obligate or guarantee that the city to grow by this much during this 20 year period, rather it allows the city to plan what it would take to accommodate this additional growth. It is important to keep in mind that the forecast is an estimated, abstract number that is intended to be fairly general and to be used as a planning tool and not as a limiting encumbrance of any kind.

While there are no Comprehensive Plan goals or policies that offer guidance it is determined that the proposed amendment to the zone code represents a logical implementation of the Keizer Comprehensive Plan. The proposed amendment is mandated by state law. As part of the mandated periodic review process the city is required to adopt a 20 year population forecast that will be used to develop an updated EOA and HNA. The City Council has, by this adoption, determined that the text revision to update a 20 year population forecast is desirable, appropriate, and proper. As such, the proposal complies with this criterion.

Draft population revision ONLY. Other sections scheduled to be revised as part of periodic review are noted in brackets. BRACKETED SECTIONS ARE NOT PART OF THE AMENDMENTS.

## 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 ~~twelfth~~ 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.

~~Today, As of July 1, 2011, Keizer has had a population of 36,715 almost 20,000 persons. 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 provides fire protection, and the Salem-Keizer School District 24J provides public education. The city remains a suburban residential community with most residents working and shopping in Salem, and other areas of Marion County. (2012)~~

### B. EXISTING CONDITIONS

#### 1. POPULATION AND EMPLOYMENT (2012)

~~The future of Keizer depends on changes in the Salem/Keizer regional economy. The 1980 U.S. Census shows populations of 249,895 for the metropolitan area of Marion and Polk counties; about 10% of the 2,638,000 people in Oregon. The average annual growth rates for population was slightly greater in the Salem/Keizer region than in Oregon for all periods since 1960, averaging 2.7% between 1960 and 1980.~~

~~The gains during the 1970's and the losses during the recession of the early 1980's offset one another. The decreased rate of growth in population in the State and the region is more likely a short run response to the recession rather than a new long run trend. The likely future for Oregon and the Willamette Valley is renewed growth, though at less than the growth rates of the 1970's.~~

~~In Keizer between 1970 and 1980 the total population increased 63% to 18,952. The City's population was 19,654 at the time of its incorporation census (April 18, 1983).~~

Draft population revision ONLY. Other sections scheduled to be revised as part of periodic review are noted in brackets. BRACKETED SECTIONS ARE NOT PART OF THE AMENDMENTS.

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 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)

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

\* 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 MSA (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) *[This section is scheduled to be updated as part of periodic review update.]*

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 have a decreasing share of the employment in the local economy. This decrease results in part (e.g., lumber and wood products,

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food processing), and growth in other manufacturing industries from increasing mechanization, decreasing employment in extractive industries (e.g., machinery, printing, other durable goods).

Despite the recessionary halt in population and employment growth since 1979, 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 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 3,300 in 1985.

3.2. HOUSING *[This section is scheduled to be updated as part of periodic review update.]*

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 259, 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.

4.3. LAND USE EMPLOYMENT *[This section is scheduled to be updated as part of periodic review update.]*

Keizer contains approximately 4,400 acres. 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.

5.4. BUILDABLE LANDS *[This section is scheduled to be updated as part of periodic review update.]*

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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 1 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
<b>Developed</b>		
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	391.2	8.9
<b>Total Developed</b>	<b>2,247.0</b>	<b>51.2</b>
<b>Undeveloped</b>		
<b>Total Vacant</b>	<b>2,142.6</b>	<b>48.8</b>

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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

6.5. 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 historic resources. 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.

7.6. 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. 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 major undeveloped areas.
- c. Adequate sewer service is provided to the urbanized portions of the City. No sewer service is available to major undeveloped areas, 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. Sewer treatment is provided by the City of Salem under a service agreement, which expires in 1991.
- 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.

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- f. The City is responsible for a dike constructed along the east bank of the Willamette River in southwest Keizer.
- g. Park lands developed and undeveloped are inadequate.
- h. Transportation facilities and public transportation services in Keizer are adequate to handle existing travel demands.

## C. EXPECTED FUTURE GROWTH

### 1. RELATIONSHIP 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 opportunity in Keizer.

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*

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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 10,592 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 [This section is scheduled to be updated as part of periodic review update.]

A conservative 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,

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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 ~~48,089 by 2032, about 25,600 by 1995, and 30,200 by 2005 and 33,927 by 2006.~~ (2012)

~~The level of future employment in Keizer is more sensitive to public policy than the level of population or housing. If Keizer adopts no policies that restrict growth and continues to provide adequate public services, employment will grow to about 5,600 by 2005. If, however, Keizer pursues an aggressive program of economic development in an effort to expand its employment base and change what is now essentially a residential character, employment might reach 7,000-8,000.~~

3. LAND USE AND URBANIZATION GUIDELINES [This section is scheduled to be updated as part of periodic review update.]

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 those 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).

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- 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<sup>1</sup>  
City of Keizer

Forecast	Expected Increase 1984 -2005	Land Use Type	Range Of Acres
Population	10,592	Single-family	801-921
		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

<sup>1</sup> 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.

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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:

- 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. The concepts directing growth in these two areas differ substantially.

The results of citizens' comments at public meetings about how Keizer should look and grow during the next 20 years suggested these guidelines for detailed planning analysis and policy development.

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 industrial and commercial development, and for a mix of single and multi-family housing. Keizer should place a high priority on

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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.
6. The area around the Willow Lake Sewage Treatment Plant should be considered a special policy area, and policies should be developed to address the unique characteristics of that area.
7. Open space areas along Claggett Creek and the Willamette River should be preserved.
8. 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 concepts form the foundation of the plan's goals, policies, and land-use designation described in Chapter III.

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