



City of Keizer Comprehensive Plan

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**Comprehensive Plan
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I. INTRODUCTION

A. PURPOSE

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

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

B. ORGANIZATION

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

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

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

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

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

C. REQUIREMENTS FOR COMPREHENSIVE PLANNING IN OREGON

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

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

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

D. RELATIONSHIP TO SALEM AREA COMPREHENSIVE PLAN

GENERAL HISTORY

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

jurisdiction in the text of the SACP and by providing procedures for amendment of the plan by each of the four jurisdictions.

The City of Keizer has adopted its own Comprehensive Plan (KCP) as a post-acknowledgment amendment to the Salem Area Comprehensive Plan. Marion County has also adopted the KCP as it applies to that portion of the Keizer Urban Area outside the City of Keizer. The relationship between the SACP and the KCP and the authority each has over certain areas within the UGB is set forth later in this plan as well as within the text of the SACP. The KCP incorporates all elements of the SACP that apply to the Keizer Urban Area.

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

A. HISTORICAL DEVELOPMENT

Keizer has grown from a largely agricultural community in the early 1950's to the twelfth 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.

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, Keizer has a population of almost 20,000 persons. The city provides sanitary sewers, water, drainage, parks, streets, police and general government. The Keizer Rural Fire Protection District provides fire protection. The city remains a suburban residential community with most residents working and shopping in Salem, and other areas of Marion County.

B. EXISTING CONDITIONS

1. POPULATION AND EMPLOYMENT

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).

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, 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.

2. HOUSING

Keizer's important contribution to housing in the metropolitan area is evident from the changes that occurred between 1970- 1980. Single-family residential units in Keizer increased 75% to 5,338 units, about 75% of all housing units in Keizer. Multi-family units in Keizer nearly tripled to 1,537, and as a portion of all residential units rose from 14% to 22%. Mobile homes nearly doubled to 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.

3. LAND USE

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.

4. BUILDABLE LANDS

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.

the Marion County District #1 provides fire protection. The following points describe the conditions for these essential services:

- 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.
- 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 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 SATS Plan are incorporated in the proposed amendment. Several modifications to specific street classifications are noted in the plan and have been recommended for consideration during the future SATS Plan review and update.

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

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

Keizer's estimated population is about 25,600 by 1995, and 30, 200 by 2005 and 33,927 by 2006.

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

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).
- 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 - 2005¹
 City of Keizer

Forecast	Expected Increase 1984 -2005	Land Use Type	Range Of Acres
Population	10,592	Single-family Multi-Family	801-921 88-101
Employment	4,619	Industrial	14-38
		Retail	109
		Office/Government	<u>9-24</u>
		Subtotal	1,021-1,193
		Major Streets	85 - 98
		Schools/semi-public	89-102
		Parks/Open Space	<u>100-115</u>
		Total	1,295-1,508

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

4. PUBLIC FACILITIES, SERVICES, AND TRANSPORTATION REQUIREMENTS

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

¹ Based on the Results of the Economic Opportunities Analysis 2003, the Industrial and Commercial Sector need calculation is projected through 2021 as required by the Goal 9 administrative rule.

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

D. CONCEPTS FOR DIRECTING GROWTH

New development in Keizer will be of two forms: infill development within existing neighborhoods and commercial areas, and new development in vacant areas that will require the extension of major public facilities. 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 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.

III. FINDINGS AND POLICIES

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

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

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

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

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

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

A. SIGNIFICANT NATURAL AND CULTURAL FEATURES

1. FINDINGS

a. Agricultural Lands

- 1) There are approximately 480 acres of vacant land in the Clear Lake Area. These vacant areas have an agricultural soil classification II, which have moderate limitations that reduce the choice of plants, or that require moderate conservation practices. Soil classifications I through IV are considered land suitable for protection. The remainder of the City is within undisputed portions of the regional urban growth boundary, and are thus committed to future urban uses.
- 2) Within the Clear Lake Area:
 - (a) DEQ and others have identified potential health hazards due to failing septic tanks and drain fields in the area. The study recommends extending sanitary sewer facilities into the area
 - (b) The area is within the sanitary sewer drainage basin of the Willow Lake sewage treatment plant.
 - (c) Preliminary engineering studies conducted by the City have concluded that extending sanitary sewer facilities into the area is the most practical solution to the potential health hazard problem. Sewer extensions from south to north are recommended.
 - (d) Areas already committed to urban uses are found along the south, west and northern edges of Clear Lake. Many existing farming operations are surrounded by urban development, making normal farming practices difficult.
 - (e) The average parcel size is approximately five to ten acres. Less than five parcels contain 30 or more acres.
 - (f) The Clear Lake Area is needed to accommodate long-range urban growth.

b. Forest Lands

There are no significant forest lands within the City of Keizer.

c. Open Spaces, Scenic and Historic Areas and Natural Resources.

- 1) Inventories undertaken for Keizer as part of the Salem Area Comprehensive Plan have identified the following potentially sensitivity resources:
 - (a) Open Spaces - City parks, the Willamette and Claggett Creek corridors, McNary Golf Course, flood plains at the northwestern edge of the city and school grounds.
 - (b) Fish and Wildlife - Approximately 9, 000 linear feet of Willamette River corridor and the flood plain areas.
 - (c) Vegetation - Willamette River, Labish Ditch and Claggett Creek corridors.
 - (d) Groundwater Resources - The Troutdale formation and the recent alluvium of the Willamette River floodplain.
 - (e) Aggregate Resources - There are two existing aggregate sites near Chemawa Road and the Willamette River outside the City and the UGB. No future sites exist within the city limits.

- 2) Labish Ditch is a man-made drainage ditch, mostly void of natural vegetation. There exists one 1, 000-foot stretch of native woodland west of Gubser Elementary School. In personal communication with the Marion County Planning Department (11/23/81 and 11/24/81), the Oregon Fish and Wildlife Department and Salem Parks and Recreation Agency reported that they had identified no significant wildlife habitat. The primary value of the trees is visual and the tradeoff in their preservation is visual value to existing residents vs. value of the land for housing. An in-depth analysis of this issue by the City of Salem led to the following findings regarding Labish Creek:
 - (a) There are alternative areas, which provide equivalent or greater open space values, including Gubser School (within 300 feet), open farmland (1, 000 feet north) and Claggett Creek near McNary Golf Course (0.5 miles west).
 - (b) This portion of Labish Ditch is not within the 100-year floodplain.
 - (c) The area is well served by transportation and other public facilities.

- (d) Prohibiting this area from residential development would be an inefficient use of buildable land, well served by public facilities, particularly in light of the availability of alternative open spaces.

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

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

3) Claggett Creek has also been analyzed with the following findings:

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

provides a 25 foot building setback from the mean high water mark of streams.

- 4) Keizer is located on a relatively flat plain, and thus the only scenic views are from existing residential areas toward the Willamette River. Agricultural areas to the north and west of Keizer outside of the UGB offer a scenic setting as does the McNary Golf Course and the Claggett Creek corridor within the City.
- 5) The Cultural and Historic Resources survey conducted for the Salem Area Comprehensive Plan listed no resources within the City of Keizer. Personal correspondence with the Marion County Historical Society and City of Salem Historic Resources staff (December, 1985) concluded that no official listed resources significance are located in the city. No public testimony during town hall meetings identified historic resources or asked for resource conservation or protection.
- 6) Correspondence with the State Historic Preservation Office in 1986 concluded that no buildings or places in Keizer are listed as having cultural or historic significance, but that a more detailed inventory should be conducted at the next periodic review.
- 7) Correspondence with the unofficial Keizer historian and Keizer Times in 1986 concluded that efforts are underway to nominate the 1916 elements of the Keizer Elementary School for historic designation. Additionally, the 1939 addition to the Keizer Elementary School, as well as several domestic structures built or occupied by early Keizer families, may have historic or cultural significance. See A Brief History of Keizer and Keizer's Historic Sites. Ann Lossner, 1986.

d. Environmental Quality

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

A study for DEQ completed in 1985 recommended delaying redesignation of the area for non-attainment status. The air quality problems are likely confined to locations within the City of

Salem; the City of Keizer may want to propose to redefine the non-attainment boundary to exclude areas of Keizer.

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

- 2) As documented in the 1982 report, “Conformance of the Salem Area Comprehensive Plan with State Land Use Goals”, the major water quality problems in the Salem/Keizer area are associated with the Willow Lake sewage treatment plant and sedimentation and erosion. Additionally, significant levels of nitrate and coliform bacteria have been identified in Claggett Creek and concerns have been expressed regarding pollution of the groundwater aquifer by dry wells.
- 3) A sensitive groundwater area underlies the City, as it does most areas within the UGB. Negative impacts are possible from underground storage tanks, storm drainage, chemical spills, residential on-site sewage disposal systems, and other similar land uses.
- 4) DEQ and the Marion County Health Department undertook a survey of the Clear Lake area in February 1984. (North Keizer Sanitary Survey.) Two definite areas of failing septic systems were identified. These are: 1) along Oakwood Street (sewers have since been installed), and 2) the area north of Clear Lake School. Marginally failing septic systems were found in the Clear Lake area. It was determined that the only practical solution to the problem is the provision of sanitary sewers for the entire area.
- 5) Noise measurements and forecasting undertaken for the March 1982 Conformance Report led to the conclusion that the principal noise generator in the Salem area is the automobile. Several studies have been conducted in the Keizer area since 1982 in association with road widening. Specifically, measurements were made along North River Road and the Salem Parkway. Some specific locations along major arterials were found to be above state guidelines, but overall there is a minimal noise problem. No noise problems were identified on smaller streets.

e. Natural Hazards

- 1) Based upon a detailed inventory of hazards reported in the March 1982 “Conformance of the Salem Area Comprehensive Plan with State Land Use Goals” (prepared by the Salem

Planning Division), there is only one type of natural hazard located within the Keizer City limits the 100-year flood plain.

- 2) A dike was constructed along the Willamette River in 1965 to protect the area from flooding. Responsibility for maintenance and enforcement of dike standards lies with the City.

f. Willamette Greenway

- 1) A Willamette Greenway Boundary has been established for the portion of the Willamette River within the Keizer City limits. This boundary is shown on Figure 1 and should remain unchanged from its current location.
- 2) A vast majority of the lands abutting the Greenway Boundary are already developed in residential uses, and there are two existing city parks. Thus, there is little opportunity for the provision of public river access or park enhancement. At this time, there are no uses within the Greenway Boundary which conflict with the overall goal of resource protection, conservation and enhancement.
- 3) A Willamette Greenway Overlay Zone must be incorporated into the Keizer Zoning Ordinance. Specific regulations should be applied to the lands within the overlay zone including the permitting process, specification of allowed uses, use management and procedural requirements.

2. GOALS AND POLICIES

a. General Goals

- 1) Preserve and maintain agricultural lands within the UGB until needed for urban development.
- 2) Conserve open space and protect natural, cultural and scenic resources.
- 3) Maintain and improve the quality of air, water and land resources.
- 4) Protect life and property from natural disasters and hazards.
- 5) Encourage energy conservation.

- 6) Protect, conserve, enhance and maintain the natural, scenic, historical, economic and recreational qualities of lands along the Willamette River.
- b. Agricultural Lands Policies
- Encourage agricultural lands within the UGB to continue in agricultural use until such lands are planned for public facilities per the public facilities and urban growth management elements of this plan and are available for urban development.
- c. Natural Resources and Open Space Policies
- 1) Protect and preserve open space areas along the Willamette River and Claggett Creek, in public parks and school grounds. A change in the use of these areas shall be reviewed to evaluate the effects of such change. The zoning ordinance shall contain standards for review.
 - 2) Protect and manage identified significant wildlife habitats that may be identified in the future in accordance with the State Wildlife Management practices.
 - 3) Protect the riparian vegetation adjacent to Claggett Creek within the 100-year flood plain from development impacts through the flood plain ordinance and conservation area policies.
 - 4) Protect, preserve and maintain waterways as drainage courses and scenic, recreational and natural resources. Access to waterways for maintenance purposes should be provided.
 - 5) Prohibit filling of natural drainage courses unless adequate alternatives are taken to accommodate the storm water run-off and surface drainage area.
- d. Historic and Cultural Resources Policies
- 1) Protect and encourage the preservation of cultural and historic resources that may be identified in the future.
 - 2) Complete by the first periodic review after plan acknowledgment, an updated inventory and analysis of historic and culturally significant resources within the City.
 - 3) Ensure the preservation of officially listed historical sites and structures by criteria contained in the Zoning Ordinance (17. 43).

e. Environmental Quality Policies

- 1) Strive to achieve and maintain attainment status for all pollutants in Keizer through continued support of regional efforts. The City will adhere to State and Federal standards for all pollutants.
- 2) Provide public facilities adequate to prevent water pollution problems.
- 3) Provide sanitary sewer service to the Clear Lake area in order to solve existing and potential problems resulting from failing septic systems.
- 4) Accomplish the disposal of solid waste with minimal negative impact on the land, air and water resources of the region. A balanced program of recycling, waste reduction, conventional landfill disposal and other methods shall be encouraged. The City and County shall participate cooperatively in existing landfill and garbage burning operations and in planning for the future.
- 5) Incorporate measures to minimize noise impacts into the Keizer Zoning Ordinance.
- 6) Participate in regional efforts to reduce the odor near the Willow Lake Waste Water Treatment Plant.

f. Energy Conservation

- 1) Consider and foster the efficient use of energy in land use and transportation planning.
- 2) Encourage site planning, landscaping and construction, which supports solar energy use and conservation.
- 3) Allow development of underground facilities for homes, commercial and semi-public, and public services and activities in order to reduce amounts of energy needed for heating and cooling.
- 4) Encourage renewal and conservation of existing urban neighborhoods and buildings, and create a multi-centered land use pattern to decrease travel needs. In-filling of passed over vacant land should be encouraged. Emphasis on close locational relationships among developments for living, working, shopping and recreation should be encouraged through planned mixed-use zones.

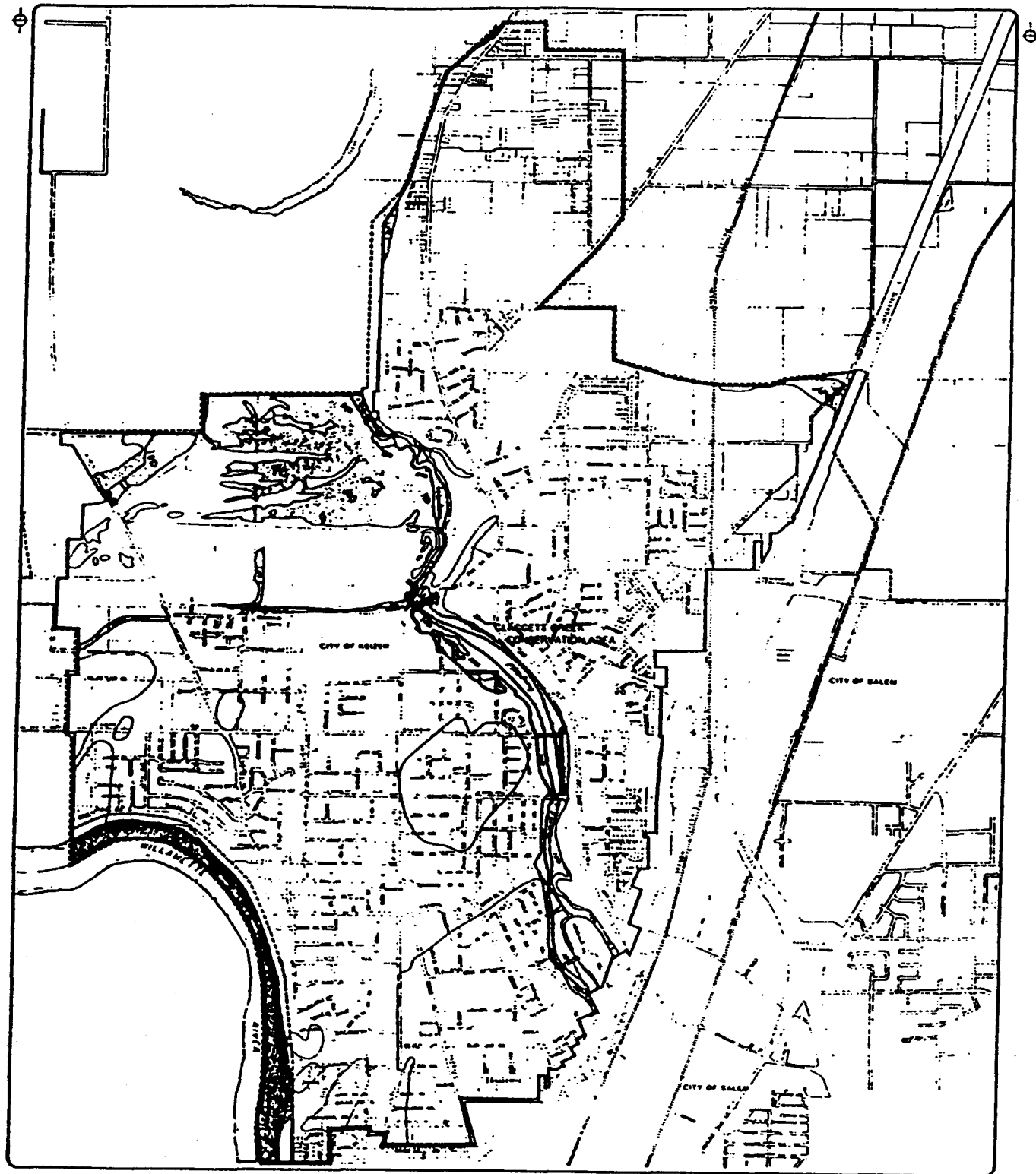


Figure 1
NATURAL RESOURCES & HAZARDS

Legend

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

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- 5) Provide for higher density and more economical residential developments as an alternative to single-family detached housing.
 - 6) Plan for commercial, office, retail and service facilities, including schools, churches, public and semi-public uses at both the community and neighborhood level, and within walking distance of residential areas.
 - 7) Encourage cluster developments of mixed uses to promote energy conservation and to allow more efficient centralized energy systems.
- g. Willamette Greenway
- 1) Adopt, in the form of an overlay zone, regulations to control the use of land and intensity of uses within the Willamette River Greenway boundary. The boundary is shown on figure 1 and is the same as the LCDC approved boundary. The predominant land use is single family residential. See Figure 2.
 - 2) Exempt from the Willamette Greenway regulations are modifications of existing structures or construction of accessory structures when located at least 30 feet upland from ordinary high-water unless unusual site conditions are present. Normal maintenance activities as defined in the Zoning Ordinance are also exempt.
 - 3) Establish setbacks on a case-by-case basis through the Willamette Greenway regulations review process. Except for water-related and water-dependent building and structures, buildings and structures shall be located 30 feet or more upland from the ordinary high water line unless it can be shown that the parcel size makes meeting this requirement impossible, or natural features would be lost if the standard is met.
 - 4) Conserve riparian vegetation and wildlife within the Greenway boundary. Conservation shall include protecting and managing river banks, sloughs, wildlife and vegetation.
 - 5) Minimize disturbance to private property where adjacent to public use areas.
 - 6) Ensure that new development and redevelopment within the Greenway boundary is evaluated for necessary and appropriate public access to and along the river. When found to be necessary and appropriate, public access will be provided.

Nothing in this policy is intended to authorize public use of private property. Public use of private property is a trespass unless appropriate easements and access have been acquired in allowance with law to authorize such use.

- 7) Acquire additional sites when available for recreation and scenic views and access to the Willamette River.
 - 8) Permit aggregate extraction within the river channel and on lands adjacent when determined to be compatible with the purpose of the Greenway. Proposed extraction shall be designed to minimize the adverse effects on water quality, fish and wildlife, vegetation, bank stabilization, stream flow, visual quality, noise and potential land use.
 - 9) Encourage the continued dredging of the Willamette River for the purpose of channel maintenance, bank stabilization and to facilitate commercial river traffic and recreational boating. Dredging operations should minimize the adverse impacts on existing fish and wildlife habitat, riverbank vegetation and public and private property.
 - 10) Ensure that the Keizer Dike is maintained.
- h. Resource Conservation
- 1) Provide for additional protection, preservation and maintenance for the resource conservation areas shown on Figure one by:
 - (a) Prohibit new development in Resource Conservation Areas. Modifications of existing structures and construction of accessory buildings will be allowed.
 - (b) Allow selective cutting, trimming and thinning of existing vegetation so as to improve the natural scenic and habitat value of these areas, to provide for access, and to provide for necessary public facilities.
 - (c) Areas disturbed during construction of necessary public facilities will be replanted in such a way to enhance the scenic and habitat values of the area.
 - (d) Establish as a priority public acquisition in the Claggett Creek corridor those areas designated in the comprehensive plan as needed and appropriate for park and recreation purposes.

- (e) Allow the transfer of development rights within the same parcel when resource conservation lands are donated to the city, or when permanently dedicated for open space purposes.
 - (f) Encourage private owners to maintain conservation areas in order to preserve and enhance habitat values, and comply with overlay zone regulations and applicable federal wetland standards.
- 2) Adopt in the form of an overlay zone regulations to control development in resource conservation areas.
- i. 100-year flood plain
 - 1) Regulate development in the floodplains to preserve and maintain the capability of the floodplain to convey the flood water discharges and to minimize danger to life and property.
 - 2) Adopt in the form of an overlay zone regulations to control development within the 100-year floodplain.
 - 3) Maintain and improve the dikes along the Willamette River, and enforce standards which ensure the structural integrity of the dike is protected.

B. URBAN GROWTH AND GROWTH MANAGEMENT

1. FINDINGS

a. General

- 1) The City of Keizer is within the Salem area urban growth boundary. It is the City's intent to recognize the existing urban growth boundary in the vicinity of its jurisdiction, and to adopt the intent of the findings objectives and policies found in the Salem Area Comprehensive Plan, 1982 (as amended in 1986) for urban growth.
- 2) Within existing city boundaries, there are approximately 1688 acres of vacant, buildable land. The buildable lands inventory is based on:
 - (a) Total vacant area of 2, 142. 6 acres.

- (b) Unbuildable lands and land extremely limited for development totaling 454.4 acres due to the 100-year floodplain, a “buffer area” around the Willow Lake Waste Treatment Plant, and lots in already developed areas which are unlikely to be redeveloped.
- 3) The need for vacant buildable lands for urbanization for the timeframes expressed in this Plan is approximately 1,508 acres. This need forecast is based on regional estimates for populations growth and land needed to accommodate that growth, applied to population growth forecasts specific to Keizer.
- 4) The area within Keizer’s city boundary is needed for future growth, and should remain within the regional urban growth boundary.
- 5) Approximately 40 percent of all vacant buildable lands are within areas currently served with water and sewer.
- 6) A sanitary survey of the Clear Lake area in north Keizer was undertaken in 1984 by DEQ and the Marion County Environmental Health Department. The report notes an area of failing septic systems, which need sanitary collection and treatment facilities north of Clear Lake School. In addition, failing and marginal septic systems were found throughout the Clear Lake area. As a result of the DEQ survey and a review by the State Public Health Department, it was concluded that on-site repairs are not feasible; sanitary sewers are needed for this area.
- 7) The City of Keizer provides the following major public facilities and services within its municipal boundary: sanitary sewer, water, streets, drainage, police protection and general government. The Keizer Rural Fire Protection District and Marion County Fire District #1 provide fire protection services within the city.
- 8) Residents want new growth in Keizer to be balanced; that is, the ratio of new population growth to new development growth will be similar to growth expected for the entire urban area.
- 9) Residents want Keizer to have an identity. Developing a cohesive commercial center on North River Road would help create that identity.
- 10) Residents want to provide for more shopping opportunities in Keizer.

- 11) Residents want to expand Keizer's image from a bedroom community to providing for more employment opportunities.
- 12) Residents find it fiscally prudent to diversify Keizer's tax base by encouraging more non-residential development.
- 13) The recent opening of Chemawa Interchange on I-5 and planned improvements to Olson Road, a major east-west arterial, make vacant land adjacent to these transportation facilities attractive for commercial, industrial and high-density residential development.
- 14) Keizer has a unique opportunity to capitalize on existing open space and recreation facilities at the center of the city by encouraging a mixed-use development creating a new town center.

2. GOALS AND POLICIES

a. General Goals

- 1) Ensure a coordinated urban growth program in the Salem/Keizer urban area. This will be accomplished by:
 - (a) Adopting an urban growth boundary developed through a coordinated regional effort.
 - (b) Adopting urban growth objectives and policies developed through a coordinated regional effort.
 - (c) Adopting an urban growth coordination agreement among the cities of Keizer, and Salem and counties of Marion and Polk whereby land use actions of regional significance are considered by all jurisdictions.
- 2) Within the urban growth boundary:
 - (a) Ensure adequate buildable land is available for all uses.
 - (b) Provide for the orderly and efficient provision of public facilities and services.

- (c) Encourage development in areas already served by major public facilities before extending services to unserved areas.
- b. Urban Growth Policies
 - 1) Contain urban development within planned urban areas where basic services such as sewers, water facilities, police and fire protection can be efficiently and economically provided.
 - 2) Conserve resources by encouraging orderly development of land.
 - 3) Preserve farmland and open space not needed for urban growth.
 - 4) Make more economical use of local tax dollars in locating facilities and providing services for the benefit of all citizens within the urban growth area.
 - 5) Provide property owners greater security in long-range planning and investments.
 - 6) Make it possible for utility extensions, transportation facilities, and schools to be designed and located so as to more closely match population growth.
 - 7) Preserve and enhance the livability of the area.
 - 8) Use public facilities and services as a frame work for urban development.
 - 9) Adopt as part of this plan the urban growth boundary in the vicinity of the City of Keizer shown on Figure 2 of this plan. Participate in regional efforts to establish a regional UGB, and consistent management policies guiding growth within the UGB.
 - (a) Future urban development will be contained within the geographical limits of an urban growth boundary.
 - (b) An urban growth boundary will be established by the affected local jurisdictions and said parties will take the necessary action to have the boundary and the policies herein set fourth made a part of their respective Comprehensive Plans.
 - (c) The area outside the urban growth boundary will be maintained with low-density living areas, agricultural, open

space lands, and other uses compatible with the intent of the urban growth policies.

- (d) All parties will work toward the development of the most efficient and economical method for providing specific urban services to the area within the urban growth boundary.
- (e) All parties should encourage the orderly annexation to the City of Keizer and City of Salem the land within the urban growth boundary.
- (f) All parties will work toward improved delivery systems of services that require coordination by larger units of government.
- (g) Urbanizable areas within the urban growth boundary will be considered as available for annexation and urban development.
- (h) Development of land with existing urban services will be encouraged before the conversion of urbanizable lands to urban uses.
- (i) Sewer or water services will not be extended to subdivisions developing outside city limits and county service districts. Such areas must be annexed to the cities to receive those services except as may be agreed by the cities and appropriated County.

c. Growth Management Policies

- 1) Establish as a high priority the extension of public facilities to the McNary Golf and Staats gravel pit area.
 - (a) Participate with property owners to identify the most appropriate financing plan for major sewer, water and drainage facilities, Olson Street, and other important public facilities.
 - (b) Take a lead role to ensure that individual development plans are coordinated.
 - (c) Study the feasibility and identify the advantages of the City assuming some direct development responsibility in the area. Responsibility should be proportional to the public advantages gained.

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

- (c) As part of the Olson Street improvements, address the flooding problems where Claggett Creek crosses North River Road.
- 4) Establish as a medium priority the extension of public facilities to the Chemawa Interchange area.
 - (a) Develop a plan and implementation program for public facility financing.
 - (b) Encourage the consolidation of existing parcels. Discourage further subdivision of existing parcels.
 - (c) Retain agricultural zoning until long-term public facilities are planned or available. Once facilities are planned or available, actively recruit new commercial and industrial development.
 - 5) Establish as a low priority the extension of public facilities to the area around the Willow Lake Sewage Treatment Plant.
 - 6) Support public facility extensions when new development provides its own financing. The cost of new growth should, to the extent possible, be borne by the new growth itself.
 - 7) Establish as a high priority construction of public improvements in areas where sewer and water facilities are already provided, particularly storm sewers and streets.

C. LAND-USE AND ECONOMIC DEVELOPMENT

1. FINDINGS: RESIDENTIAL DEVELOPMENT

a. General

- 1) Despite the recessionary halt in population and employment growth, in the long-run trends are for moderate to strong growth. Population and employment in the Salem area will continue to grow, probably at rates less than those of 1970 - 1980, certainly at rates greater than those between 1980 - 1984.
- 2) Between 1970 and 1980, population in Census Tracts 14 and 15 (an approximation of the Keizer area) grew at an average annual rate of 4.2%, compared to 3.0% for all census tracts in the Salem urban area.

- 3) Keizer is not the only spot for growth to occur in the Salem area. Suburban areas in east and south Salem grew more rapidly between 1970 and 1980. But Keizer has several characteristics that make it a likely growth node for the Salem metropolitan region: a history of strong residential growth; increased accessibility resulting from the recent opening of the Chemawa interchange on I-5; a supply of flat, buildable land; a suburban stability many families desire; and a commitment and ability to provide public services. If the supply of buildable land is not restricted by public policy, substantial residential growth is likely to occur in Keizer.
- 4) In the Salem metropolitan area between 1970 - 1980, the percentage of units constructed increased for multi-family housing and decreased for single family housing; the percentage of units owner-occupied dropped from around 75% to around 65%. In Keizer, multi-family housing (2 or more units) grew over 200% between 1970 - 1980; for the Salem Urban Area, that growth was only 94%. Between 1970-1980 Keizer accounted for about 15% of the new units in the Salem urban area. The ration of single family/multi-family construction (with mobile homes considered single family) was 69/31 in Keizer compared to 66/44 in Salem urban area. Mobile homes in Keizer doubled from about 130 to 260.
- 5) In 1980, 75% of the housing units in Keizer were single family, compared to 73% for the Salem area. Between 1970 and 1980 the number of single-family units grew only 76% in Keizer, compared to 142% in the Salem area. But the number of total units grew 94% in Keizer, compared to 52% in the Salem area.
- 6) Between 1970 - 1980 there were an average of 1996 units constructed per year in the Salem area. In 1980, the number permits began to decline sharply, hitting bottom in 1983 at 243, 12% of the 1970 - 1980 average. During the period 1980 – 1984 Keizer accounted for about 14% of all permits issued in the urban area.
- 7) Between 1980 -1984 the multi-family boom ended in both Keizer and the Salem urban area. In Keizer between 1970 - 1980, multi-family units were 30.6% of total units constructed; between 1980 - 1984, there were 12.9% of total permits.
- 8) The Salem Area Transportation Study (SATS) bases its forecasts on an assumption of an average of 2.64 persons per single-family unit, and 1.67 persons per multi-family units. In Keizer, their ratios in 1980 (from U.S. Census data) were 2.94

and 1.95. The number of persons per unit decreased substantially between 1970 - 1980 in Keizer and the Salem urban area; the trend will probably continue. The SATS also forecasts that construction to 2005 will occur at a single family/multi-family ratio of about 68/32.

- 9) The combination of an expected population of 2005 of 30, 212 with SATS assumptions about housing type and persons per household suggests that Keizer will have a need to supply land sufficient for approximately 3, 000+ single family units and 1, 400+ multi-family units.
- 10) The Salem Area Comprehensive Plan provides for new housing growth at the ratio of 60 percent single family and 40 percent multi-family. At the end of the planning period, this will result in about 68 percent of all regional housing units single family, and 32 percent multi-family. In order to accommodate forecasted housing growth and encourage affordable housing, Keizer is planning for a single family/multi-family ration of about 55/45. At end of the planning period, this will result in about 66% of all Keizer housing units single family, and 34 percent multi-family.
- 11) Both the Citizen's Advisory Committee and the citizens at large commented on the general desirability of Keizer as a place of residence. Though economic growth is also desirable, the residential neighborhoods and character of Keizer should be maintained.

2. GOALS AND POLICIES: RESIDENTIAL DEVELOPMENT

a. General Goals

- 1) Provide residential land for a variety of housing types, sizes densities, locations and costs.
- 2) Encourage the location of residential development where full urban services, public facilities, and routes of public transportation are available.
- 3) Provide housing opportunities for all types of housing needs.
- 4) Encourage development of housing units for low and moderate-income households.
- 5) Encourage housing opportunities for elderly, handicapped, minority, female-headed, and single-person households.

- 6) Conserve the existing sound housing stock.
 - 7) Stabilize and protect the essential characteristics of residential environments, including natural features.
 - 8) Ensure compatibility among all types of residential uses, both new and existing, and between residential and non-residential uses.
 - 9) Protect existing and proposed residential areas from conflicting non-residential land uses while providing for compatible mixed-use development (residential and non-residential).
 - 10) Encourage cooperation between public, private, and consumer sectors of Keizer's housing market.
- b. General Policies
- 1) Develop processes to ensure coordination between public, private, and consumer sectors of the area's housing market.
 - 2) Plan for low, medium and high density residential uses consistent with 20-year projections of demand. Periodically monitor and analyze the population and dwelling unit projections to provide a reliable basis for land use decisions and to assure sufficient residential land to maintain a positive balance between supply and demand.
 - 3) Develop and revise annually a capital improvement program to ensure that public facilities are provided for residential development in a timely and efficient manner. Coordinate with federal, state, regional, and local jurisdictions and agencies with responsibilities for planning and construction of such facilities.
 - 4) Coordinate new residential development with the provision of an adequate level of services and facilities, such as sewers, water, transportation facilities, schools and parks.
 - 5) Provide for and promote generally higher residential densities to encourage a compact urban form.
 - 6) Encourage higher density residential development near industrial and commercial centers.
 - 7) Encourage in-filling of existing undeveloped lots.

- 8) Conserve the existing supply of sound housing in stable neighborhoods in residentially planned areas through code enforcement, appropriate zoning, rehabilitation programs, and by discouraging conversions to non-residential use.
- 9) Encourage retention of large parcels or consolidation of small parcels of residentially zoned land to facilitate their use or reuse for projects requiring such parcels.
- 10) Provide for multi-family housing in excess of expected demand in areas that have convenient access to major transportation corridors.
- 11) Provide for and permit outright in at least one residential zone alternative housing types such as mobile home parks, zero side yards, clustering of dwelling units, and planned unit developments.
- 12) Permit rezoning to higher intensity residential uses to meet the identified housing needs provided such proposals are consistent with the policies of this plan and its implementing ordinances.
- 13) Discourage through traffic in residential neighborhoods.
- 14) Encourage and support development of housing units for low and moderate income families by:
 - (a) Allowing for more multi-family housing than expected demand.
 - (b) Permitting outright more affordable housing types such as multi-family housing, mobile homes, and manufactured housing.
 - (c) Encouraging public, private, nonprofit, and cooperative associations and joint public-private partnerships to enter the low and moderate income housing market.
 - (d) Continuing to support the use of federal and local housing assistance program available through an appropriate housing authority.
 - (e) Investigating the desirability and fiscal feasibility of starting a program for emergency housing assistance through a housing authority.
- 15) Designate on a plan map residential land sufficient to:

- (a) Meet projected housing needs through twenty years.
 - (b) Provide for an overall split in construction of new units of 55% single family units and 45% multi-family units.
 - (c) Provide for three general levels of residential density:
 - Low Density: as many as 8 units per gross acre.
 - Medium Density: over 8 and as many as 16 units per gross acre.
 - High Density: over 16 units per gross acre.
- 16) Protect residential areas by zone codes, subdivision codes, and other regulations from any land use activity involving an excessive level of noise, pollution, traffic volume, nuisances, and hazards to residents.
 - 17) Establish zoning, subdivision, and other appropriate ordinances to assure that site designs consider important natural features such as drainage, soils, slopes, flood plains, and significant strands of trees.
 - 18) Adopt and periodically review (at least every five years) zoning and other land development regulations to ensure that a variety of housing types and densities are provided, and that development regulations do not add unnecessarily to housing costs.
 - 19) Investigate and, when advisable, implement mixed use zoning, particularly in established neighborhoods where compatible and functional mixes of land uses are desirable.
 - 20) If the City voluntarily undertakes a street improvement project, which will increase traffic noise levels, it is the policy of the City of Keizer to protect existing residential uses from traffic noise levels that exceed those noise levels, which are typical of residential areas. Traffic noise levels below Leq67dBA are considered typical in an urban area and no mitigation of them shall be required.

3. FINDINGS: ECONOMIC, COMMERCIAL AND INDUSTRIAL DEVELOPMENT

a. General

- 1) The health of Keizer's economy depends on the health of the economy of the Salem metropolitan area. It is very unlikely that Keizer's economy (as measured by employment or real per capita income of its residents) can grow substantially in the absence of regional economic growth.
- 2) Three trends dominate employment growth in the Salem metropolitan area. First, government continues to provide nearly one-third of the employment for the area despite minor decreases since 1980 and strong long term growth in other sectors. Second, there is an increasing proportion of employment in the service and in retail trade. Most of these gains have been during the last ten years as Salem's importance as a regional retail and distribution center grew. Both of these trends mirror trends for the U.S. as a whole and for similarly placed central cities. Third, agricultural and manufacturing have a decreasing share of employment to the local economy. This decrease results in part from increasing mechanization, decreasing employment in extractive industries (e.g., lumber and wood products, food processing), and growth in the other manufacturing industries (e.g., machinery, printing, other durable goods.)
- 3) Despite the recessionary halt in population and employment growth since 1979, the long-run trends are strong:
 - (a) Growth of both employment and population in the Northwest, Oregon and Salem area has been faster than the U.S.; growth rates for Oregon and Salem area have been greater than that of the Northwest region as a whole.
 - (b) Most importantly for Keizer, the Salem area has had higher growth rates than Oregon, The Willamette Valley counties as a group, and the Willamette Valley's Metropolitan areas as a group for 1970 - 1980 and 1970 - 1983 in both total wage-and-salary employment and employment in major economic sectors (i.e. manufacturing, government and private non-manufacturing).
 - (c) Oregon and Salem have both had steady, long term growth in population and employment over the last 25 years. Notwithstanding the more noticeable short-term gains and losses, the long-term forces generating this growth will continue to act locally and regionally.

- 4) Employment opportunities in Keizer will grow from about 4,000 in 1985 to about 5,600, and possibly to 7,000 - 8,000 in 2005, depending on general economic conditions in the Salem metropolitan area, the degree to which Keizer and surrounding communities pursue programs for economic development, and the degree to which the market responds to such programs.

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

	1990	2000	'90-'00 Net Growth	2010	'00-'10 Net Growth
INDUSTRIAL					
Manufacturing	15,600	17,700	2,100	18,100	400
Construction & Mining	4,800	8,200	3,400	8,800	600
Trans. & Public Utilities	3,000	4,500	1,500	5,500	1,000
Wholesale Trade	4,100	4,300	200	4,888	588
Total	27,500	34,700	7,200	37,288	2,588
% of Total	25.4%	25.0%	23.8%	24.2%	17.0%
COMMERCIAL					
Retail Trade	19,800	24,900	5,100	28,312	3,412
F.I.R.E.*	6,000	6,700	700	7,600	900
Services	23,300	33,200	9,900	38,300	5,100
Government	31,800	39,200	7,400	42,400	3,200
Total	80,900	104,000	23,100	116,612	12,612
% of Total	74.6%	75.0%	76.2%	75.8%	83.0%

***Finance, Insurance and Real Estate**

Source: State of Oregon Employment Department

- 6) The City's employment land needs are based on the analyses in the 2003 Economic Opportunities Analysis that is incorporated into this Plan as a Plan element.
- 7) Keizer has three major opportunities for economic development.
- (a) Mixed-use development (office, retail, government) in the area north of Olson Street and generally west of North River Road.

- (b) Commercial and industrial development in the area adjacent to the Chemawa Interchange on I-5, primarily to the north of Lockhaven Drive, secondarily to the south.
 - (c) Redevelopment and in-filling of commercial development along the North River Road and Cherry Avenue corridor from the southern City limit to Olson Street.
- 8) Keizer can affect the amount and type of employment growth that occurs by its choices in land use designations and policies, service provisions and programs to promote economic development.
 - 9) A majority of Keizer residents believe that Keizer should not continue to be just a “bedroom community” for Salem. They favor policies to encourage employment growth, provided such growth is compatible with the character of Keizer and makes a net contribution to the welfare of its residents.
 - 10) There exists both general and specific support for commercial and industrial development at the Chemawa Interchange. Property owners owning a majority of the vacant and largely vacant land northwest of the interchange have indicated their desire to have the land zoned for industrial and commercial uses.
 - 11) There exists both general and specific support for mixed-use development northwest of the interchange of Olson and North River Roads, provided any development thoroughly addresses the issue of potential flooding. Several property owners have begun preliminary feasibility studies.
4. GOALS AND POLICIES: ECONOMIC, COMMERCIAL AND INDUSTRIAL DEVELOPMENT

a. General Goals

- 1) Broaden, improve and diversify the Keizer economy while maintaining or enhancing its environment.
- 2) Supply an adequate amount of land to accommodate new and existing businesses.
- 3) Reserve enough remaining large parcels for special developments requiring large lots.

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

b. General Policies

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

c. Commercial and Industrial Developments

- 1) Provide for commercial and industrial Developments.

- (a) Undeveloped land zoned for light industrial and commercial uses, consistent with forecasts of the likely future demand for such land.
 - (b) Sufficient land adjacent to existing industrial and commercial facilities where future expansion is anticipated.
 - (c) Convenient access to arterial or collectors street for traffic generated by industrial and commercial uses.
- 2) Require from commercial and industrial developments:
- (a) Outdoor storage facilities to be screened from view of the public road and from adjacent residential uses.
 - (b) Adequate landscaping and appropriate setback from adjacent residential uses.
 - (c) Exterior lighting to be designed to provide illumination to the site and not cause glare into the public right-of-way and adjacent properties.
 - (d) Roof equipment to be screened from view of nearby residential uses.
 - (e) Adequate disposal of any hazardous wastes generated (as defined by ORS 459. 410).
 - (f) Large expanses of blank walls residential areas to be avoided.
 - (g) Compliance with DEQ noise and other environmental quality standards.
- 3) Encourage for commercial and industrial developments:
- (a) Innovative designs for public spaces such as open plazas, pedestrian malls, and tot lots by making sure zoning regulations are flexible.
 - (b.) The expansion of existing and the location of new light manufacturing activities, especially those which generate little pollution.

- (c) Industrial park development for appropriate business activities. Examples of activities are warehousing and distribution, and research and development.
- 4) Discourage in commercial and industrial developments:
 - (a) Major customer traffic from outside the immediate neighborhoods from filtering through nearby residential streets.
 - (b) Other land uses in districts that have been designated for industrial use, except when it can be demonstrated such uses will have minimal negative impacts on industrial uses now and in the future.
 - (c) Placement of loud or obnoxious equipment adjacent to residential streets or areas.
 - (d) Deliveries or loud outside activities adjacent to residential streets or areas.
 - 5) Permit in commercial and industrial developments:
 - (a) Commercial offices to be mixed with compatible residential or commercial retail uses in the same structure.
 - (b) Transit services and shelters to be provided in lieu of some off-street parking.
 - 6) Maintain a supply of industrial and commercial land with necessary public services, adequate size and suitable location.
 - 7) Recognize the vital role of neighborhood commercial facilities in providing services and goods to a particular neighborhood.
 - 8) Encourage the expansion or redevelopment of existing neighborhood commercial facilities when the density or socio-economic characteristic of households using the facilities change or when residential densities increase.
 - 9) Concentrate major commercial and industrial development along major arterials. Allow neighborhood shopping and convenience stores in residential areas, providing such developments meet compatibility standards described in the implementing ordinances. Such standards shall be clear and objective and not

have either the intent or the result of precluding all such development.

- 10) Designate on a plan diagram commercial and industrial land sufficient to meet projected needs through 2005.
- 11) Establish and implement development ordinances that balance the needs for a safe, clean and attractive environment with the need to avoid unnecessary regulatory burdens and costs. Such ordinances shall ensure that development design and operation compatible with surrounding land use and shall contain clear and objective standards for determining the compatibility of different types of land uses.

d. Area-Specific Policies

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

D. PLAN DIAGRAM AND SPECIAL LAND USE POLICIES

1. FINDINGS

a. General

- 1) A land use plan has been prepared for the City of Keizer, which reflects the goals and policies of the Comprehensive Plan. See Figure two. The vacant buildable acres by land use type are:
 - (a) Single-family residential 861.5 acres
 - (b) Multi-family residential 168.1 acres
 - (c) Commercial 99.2 acres

(d)	Industrial (Adding in the IA zoned Industrial area, then there is an additional 151.5 acres or a total of 205.5 acres of industrial)	54 acres
(e)	Schools/Semi-public	89.0 acres
(f)	Parks/open space	115.0 acres
(g)	Major streets	<u>97.4 acres</u>
	Total	1, 635.7 acres

- 2) The distribution of vacant buildable land by land use type was guided by the land use needs analysis summarized in Table 2. Parcel configuration and size, existing land use, natural features and desired urban form also influenced the plan.
- 3) Lands devoted to multi-family residential uses exceed the range of acres needed. This was done in order to:
 - (a) Encouraged additional multi-family uses beyond the lands needed based on market trends and regional objectives.
 - (b) Encourage the construction of more affordable housing by keeping the available supply of multi-family lands ahead of expected demand. A ten year supply of vacant buildable land is provided in excess of expected demand.
 - (c) Encourage a more compact and efficient land use pattern, which makes good use of existing and future public facilities and public transportation.
- 4) Response to alternative urban growth alternatives and land use patterns during public workshops, presentations to citizen, business groups and property owners, and town hall meetings supported the land use plan in concept.

2 GOALS AND POLICIES

a. General Goals

- 1) Provide appropriately designated vacant buildable land in adequate quantities to meet the forecast needs of Keizer to 2005.

- 2) Provide a development pattern which:
 - (a) Encourages stabilization of existing neighborhoods.
 - (b) Encourages affordable housing.
 - (c) Creates a new town center for Keizer.
 - (d) Creates new employment opportunities in Keizer.
 - (e) Preserves open space areas along Claggett Creek, and the Willamette River.

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

- b-1 Medium Density Residential
 - 1) Allow a mix of housing types in this category at a density averaging from 6 to 10 dwelling units per acre. Identify criteria and location for this category in the zoning ordinance.
 - 2) Allow detached, attached, duplex, and multiple family housing in this category.
 - 3) Schools, neighborhood shopping facilities, parks and churches are allowed in this category subject to conditional use criteria in the zoning ordinance.

c. Medium and High Density Residential

- 1) Allow a mix of housing types in this category in two general levels of residential density:
 - (a) Medium density-over 8 and up to 16 units per gross acre.
 - (b) High density-over 16 units per gross acre. Identify criteria and location for these two sub-categories in the zoning ordinance.
- 2) Allow attached, duplex and multiple housing in this category.
- 3) Allow a ten-year surplus of vacant buildable land in this category.
- 4) Schools, neighborhood shopping facilities, parks and churches are allowed in this category subject to conditional use criteria to be defined in the zoning ordinance.

c-1. Mixed Use

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

d. Commercial

1) Provide for retail office centers:

- (a) Allowed uses are department stores, offices, other retail facilities, and medium and high-density housing.
- (b) A retail-office center should:
 - (1) Be from 20 to 50 acres in size.
 - (2) Have direct access from one or more arterial streets.
 - (3) Be centrally located to existing and future residential neighborhoods.
 - (4) Provide facilities and services to Keizer as a primary market.
 - (5) Not encourage traffic through residential neighborhoods.
- (c) A retail-officer center will be located west of North River Road and north of Olson Street at the McNary Activity Center.

2) Provide for an employment area service center:

- (a) Allowed uses are retail, service and office uses related to nearby industrial districts, and area commercial uses serving the traveling public such as restaurants, hotels, conference centers and shopping facilities.
- (b) A employment area service center should:
 - (1) Be from 20 to 50 acres in size.
 - (2) Have direct access from I-5 and an arterial street.
 - (3) Provide facilities and services to adjacent industrial areas and to the traveling public.
 - (4) Not encourage traffic through residential neighborhoods.

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

- (b) Locate neighborhood centers at Chemawa and Windsor Island Road.
- 5) Allow new neighborhood commercial centers if the following criteria are met:
- (a) The site size no greater than 5 acres including existing commercial development.
 - (b) Within convenient walking or bicycling distance of a support population of approximately 4, 000 persons.
 - (c) Safe and efficient automobile, pedestrian and bicycle access is provided, and traffic congestion and safety problems are avoided.
 - (d) Sufficient off-street parking and loading is provided, as is adequate landscaping and buffering between the Center and adjacent residential developments.
- e. Industrial
- 1) Provide for industrial development located with good access to the interstate freeway system, arterial streets, and rail facilities.
 - 2) Locate industrial districts in the northeast sector of Keizer.
 - 3) Ensure that industrial development adjacent to existing or planned residential areas will not cause adverse effects:
 - (a) The specific proposed use will be compatible with adjacent uses.
 - (b) The design of the facility and its site will not place visual or physical burdens on the surrounding areas.
 - (c) The operational characteristics of the facility will be compatible with surrounding uses and include consideration of: 1) hours of operation, 2) delivery and shipping characteristics, 3) noise, 4) lighting, and 5) other use characteristics.
 - 4) In general industrial areas, allow uses allow uses involved in the secondary processing of materials into components, the assembly of components into finished products, transportation, communication and utilities, wholesaling and warehousing.

- 5) In campus light industrial areas, allow uses involved in the secondary processing of materials into components, the assembly of components into finished products, research and development activities, and supporting office-based commercial development when planned to compliment the primary intent of the campus light industrial district.

f. Public and Semi-Public

Provide for the following categories of public and semi-public uses.

- 1) Parks and Open Spaces. Publicly owned neighborhood and community park sites, and dedicated open spaces. The public facilities section contains standards and specific policies. The plan diagram indicates future park sites as a symbol, requiring site-specific studies and available funding to determine the exact size and location.
- 2) Schools. Sites for existing and planned elementary, middle and secondary schools are shown. Future schools are shown in symbol form. The public facilities section contains standards and specific policies.
- 3) Civic. Government offices and facilities are included in this category, shown on the diagram in symbol form. Civic facilities should conform to underlying zoning requirements.

g. West Keizer Special Policy Area

- 1) Establish an area, consistent with the Salem Area Comprehensive Plan Map, as a special policy area east of the Willow Lake Sewage Treatment Plant. The purpose of the special policy area is to:
 - (a) Limit uses to those that will not be adversely affected by noise and odor originating at the Willow Lake Sewage Treatment Plant.
 - (b) Prohibit subdivision actions, which may preclude more intensive development if conditions at the Willow Lake Sewage Treatment Plant can be improved, and the north Willamette Bridge is constructed, or programmed.
- 2) Allow within the special policy area agricultural and related uses, industrial and commercial uses related to agricultural, institutional and other public uses.

- 3) Require that new developments and major improvements in the special policy area are aware of the possible noise and odor impacts which may arise from the operation of the Willow Lake Sewage Treatment Plant.
- 4) Coordinate and participate with the City of Salem in studies to establish the feasibility, plan for and finance improvements to expand and remove the potential adverse conditions at the sewage treatment plant. If such studies are implementable, initiate a special land use study of the special policy area, and amend the comprehensive plan and zoning ordinance as appropriate.
- 5) Discourage subdivision of existing parcels within the special policy area until the completion of the studies noted above.
- 6) Continue the agricultural zoning in the special policy area until the completion of the studies noted above.

h. Activity Centers

- 1) Designate Activity Center overlay districts for:
 - (a) McNary Activity Center
 - (b) Keizer Station

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

- 2) Require that a design plan for each activity center is prepared and approved before specific development applications in the particular activity centers are approved. The land use designations shown on Figure 2, and on the zoning map before a design plan is adopted, are generalized and will be refined during the development of activity center design plans. Transfer of development rights within activity centers are allowed, and encourage the use of planned developments. Activity center design plans will be prepared for entire activity centers, not individual parcels or for individual projects, however, developers shall be required to submit master plans for individual parcels or projects.
- 3) Assume a leadership role in preparing activity center design plans. The planning process should involve property owners, interested developers, residents, and other affected jurisdictions.

Once an activity center design plan is prepared, adopt it as a part of the Comprehensive Plan.

- 4) Require that activity center design plans include at a minimum:
 - (a) The activity center design plan shall provide for a coordinated approach to area planning and development and shall provide policies and other standards for development within the activity center.
 - (b) The activity center design plan shall show the general proportion of land uses, location of major public facilities, location of parks, open space, public lands and other public uses. It is anticipated that the land use designations and zoning shown in the Comprehensive Plan and on the Zoning Map will be used as a general guide only, and the activity center design plan may change such land use designations. However, the exact location of the uses need not be shown in the activity center design plan.
- 5) The following provisions apply in development of the activity center design plan.
 - (a) For purposes of calculating overall density, the mix of land use designations shown in the Comprehensive Plan shall not be varied by more than 20%.
 - (b) Transfer of development rights within the Activity Center is permitted when the property with reduced development rights is donated to the City, or permanently dedicated for public open space.
 - (c) When transfer of development rights is used, the receiving areas shall be designated with zoning classifications consistent with the density and use of development proposed. Standards and other requirements of these zones shall be met.
 - (d) The use of Planned Developments for residential areas in Activity Centers is encouraged.
- 6) The activity center design plan may require the provision of, or participation in, the development of public facility improvements to implement the activity center design plan. Such improvements may include, but are not limited to, the following:

- (a) Road dedications and improvements;
 - (b) Signalization;
 - (c) Sidewalks and bikeways;
 - (d) Crosswalks and/or overpasses;
 - (e) Storm drainage facilities;
 - (f) Sewer and water service lines and improvements;
 - (g) Underground utilities;
 - (h) Street lights;
 - (i) Transit stops and bus shelters;
 - (j) Transit information displays;
 - (k) Park and Ride facilities;
 - (l) Public restrooms;
 - (m) Street tree and median landscaping and development;
and
 - (n) Open space, pedestrian plazas.
- 7) Establish the following objectives for the McNary Activity Center.
- (a) Primary uses are retail-office center, public park and open space lands including the 50-acre lake, medium and high density residential.
 - (b) If possible, integrate the McNary Golf Course, lake, public open spaces, civic center, and Claggett Creek corridor for public access and enjoyment.
 - (c) Encourage mixed use developments and multi-use structures. Within the district, pedestrian circulation and access should be emphasized.
 - (d) Provide for adequate off-street parking and loading, and public transportation facilities.
- 8) Establish the following objectives for the Keizer Station:

- (a) The primary uses are regional service center, light industry, hotel/motel and supporting facilities, convention facilities, and retail shopping facilities.
- (b) Improve access to the district and Lockhaven Drive. Coordinate transportation improvements with the industrial district to the north.

9) Special Planning District Designation

For properties located within the Keizer Station Plan which are identified for a mix of commercial and industrial development, the Comprehensive Plan map designation shall be Special Planning District (SPD). The SPD is designated to:

- (a) Provide for a mix of commercial and industrial development.
- (b) Identify Special Planning District in northeast sector of Keizer.
- (c) Provide opportunity for employment area service center to develop within the district.
- (d) Allowed uses are to be comparable to industrial business park uses and commercial uses to service employment area service center and the traveling public as described in III.D.2.d.(2) of this plan.
- (e) Encourage commercial and industrial economic opportunities within Specific Policy Areas as depicted in III.C.3.a.(7).(b) and III.C.4.d.(2) of this Plan.

i. Resource Conservation Areas

Establish overlay districts to provide for nature resource protection and natural hazard safeguards:

- 1) Willamette Greenway. Policies are included in Section A of this chapter.
- 2) Resource Conservation. Policies are included in Section A of this chapter.

j. 100-year Floodplain

Establish an overlay district to regulate development within the 100 - year floodplain. Policies are included in Section A of this chapter.

k. Keizer Dike

Establish an overlay district to regulate development on or near the dike. See Section A of this Chapter.

E. PUBLIC FACILITIES TO SUPPORT DEVELOPMENT

1. FINDINGS: GENERAL

a. General

- 1) The City of Keizer provides sanitary sewer, water, drainage, parks, police protection, local streets and general government services within the existing city boundary. Education services are provided by School District 24J, and fire protection is provided by the Keizer Rural Fire Protection District and Marion County Fire District #1.
- 2) Sewage treatment is provided by the City of Salem through a services agreement, which expires in 1991.
- 3) Approximately 40 percent of the vacant buildable land within the city has existing sewer and water service designed to serve the area. Within the served area, the Comprehensive Plan diagram provides for:
 - (a) Approximately 50 percent of needed housing.
 - (b) Approximately 30 percent of needed commercial land.
 - (c) Approximately 30 percent of needed industrial land.
- 4) Urban expansion accomplished through in-filling within and adjacent to existing development in an orderly, unscattered fashion permits new development to utilize existing utilities, services and facilities or those which can be easily extended.
- 5) Several major development projects are pending in the area near McNary Golf Course and gravel pit. This area is adjacent to currently served areas, and requires the extension of major public facilities.
- 6) The Clear Lake area in north Keizer has areas where on-site septic systems have failed. The DEQ has determined that the long-term solution is to provide sanitary sewer service.
- 7) Currently, no sewer service is available in areas designated for industrial development. The economic development objectives

of the City are directly related to the extension of major public facilities to these areas.

- 8) The cost of providing basic key services and facilities to existing and future development in Keizer is significant.
- 9) The Salem Area Transportation Study (SATS) is a comprehensive regional transportation plan, and provides policies, standards, implementation programs and coordination for transportation improvements. The City of Keizer has participated in the development of the plan.
- 10) Response to alternative urban growth alternatives during public workshops, presentations to citizen, business groups and property owners support residential, commercial and industrial growth in Keizer.

2. GOALS AND POLICIES: GENERAL

a. General Goals

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

b. General Policies

- 1) Reduce generally the amount of public subsidy for public utilities, services and facilities in new development.
- 2) Restrict extension of major public facilities such as sewer and water to areas outside the Urban Growth Boundary, except for cases where exception to Goals 11 and 14 can be secured, when agreed to by the City of Salem and Marion County.
- 3) Require that long-term planning for major public facilities based on logical, functional boundaries. These boundaries may be outside the urban growth boundary, but such lands will not be needed for development until after 2005.
- 4) Encourage development in areas already served by major public facilities before extending services to unserved areas.

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

3. FINDINGS: TRANSPORTATION

a. General

- 1) The Salem Area Transportation Study and Area wide Transportation Plan is a comprehensive planning effort for the entire Salem-Keizer urban area. The plan addresses streets and highways, bicycles, pedestrian, public transit and alternative modes.
- 2) The SATS effort was completed early in 1985, and assumed growth forecasts and a land use plan for Keizer consistent with

the Salem Area Comprehensive Plan. Growth forecasts have been updated in this plan, land use designations have changed, and policies have been developed to encourage a different development form than anticipated in the SACP. The Salem Area Transportation Study needs to be updated to reflect the Keizer Comprehensive Plan.

- 3) The City of Keizer has reviewed the analysis, conclusions and recommendations in the 1985 SATS. The City agrees with the analysis, conclusions and recommendations, but finds that these conclusions are short-term only, and that longer-term recommendations (beyond three years) should reflect the Keizer Comprehensive Plan.
- 4) The City recommends several additions to the SATS based on a comparison of assumed growth and development pattern with the forecasts and land use plan used in this plan. These recommendations have been provided to the SATS staff for consideration during the next update.
- 5) This Keizer Comprehensive Plan provides for more multi-family housing, commercial development and employment uses than the SACP for Keizer. This will require a more highly developed roadway system than outlined in SATS to ensure access and circulation within Keizer is adequate. Public transit and bicycle/pedestrian facilities should also be re-evaluated so internal movements are accommodated.
- 6) The data, analysis, conclusions of SATS are incorporated by reference in the Keizer Comprehensive Plan.

4. GOALS AND POLICIES: TRANSPORTATION

General Goals

- 1) Adopt the goals and objectives of the Salem Area Transportation
- 2) Plan as the goal statements for the City of Keizer. The goals are:
 - (a) Implement the type and level of transportation services to different parts of the urban area that are most compatible with desired development pattern and achieve the orderly implementation of the Comprehensive Plan.
 - (b) Provide for the safe and efficient movement of people and goods throughout the metropolitan area.

- (c) Develop a transportation system that avoids or reduces an undesirable reliance upon any one form of transportation.

Refer to Ordinance
 No 2000-425: Adoption of
 Keizer Transportation System Plan; and,
 No. 2004-504 Amendment of
 Keizer Transportation System Plan.

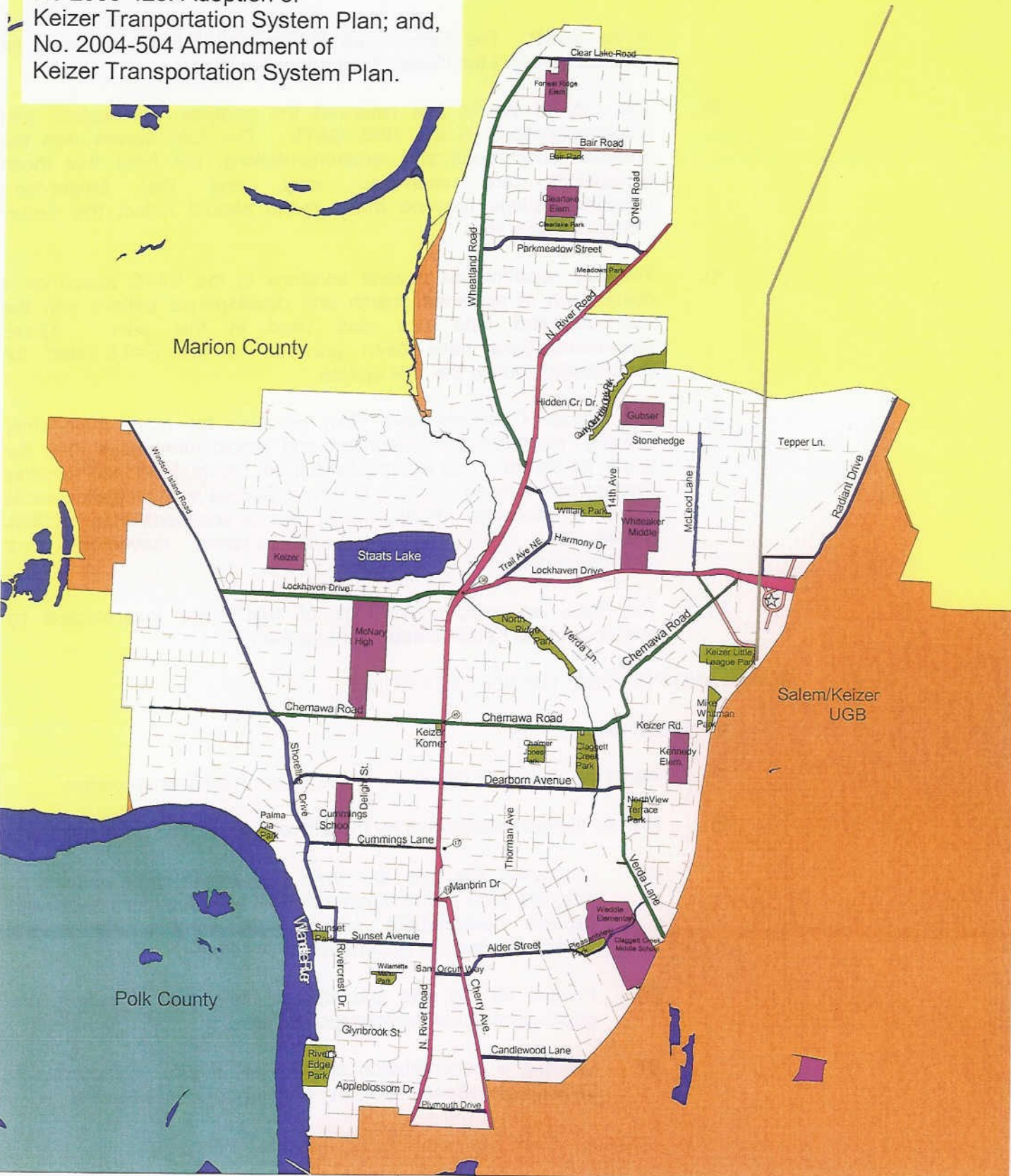


Figure 2
 City of Keizer Street Functional Classification Map

Date: March 17, 2004
 File: H:\projects\tsmp\mapst\streetclassifications

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

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

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



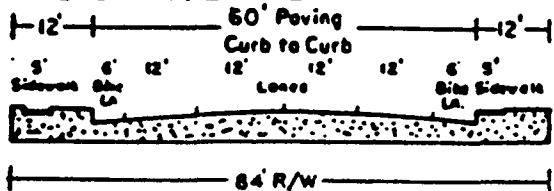
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TABLE 4

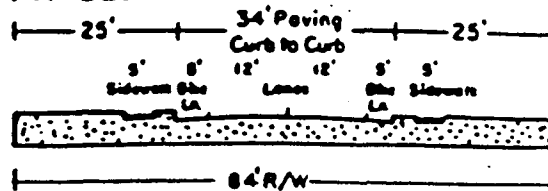
STREET DESIGN GUIDELINES

MAJOR ARTERIAL

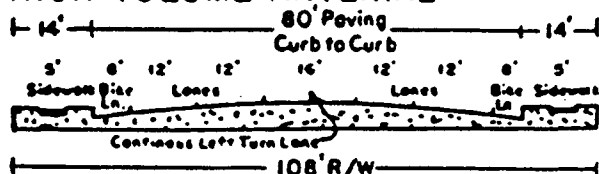
BASIC ARTERIAL



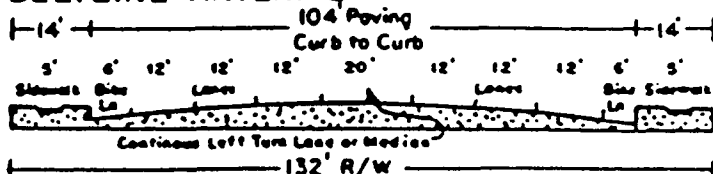
PHASED ARTERIAL



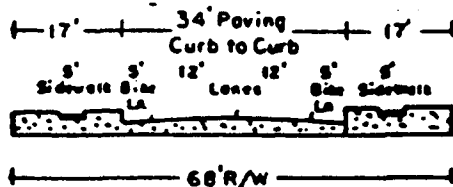
HIGH VOLUME ARTERIAL



BELTLINE ARTERIAL

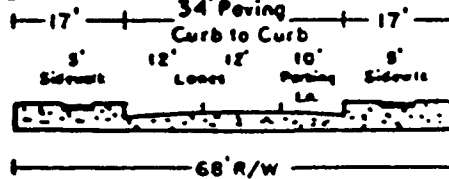
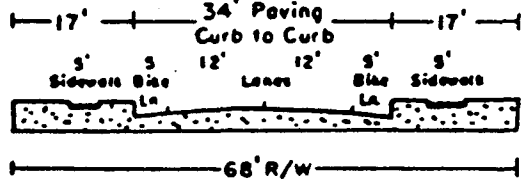


MINOR ARTERIAL

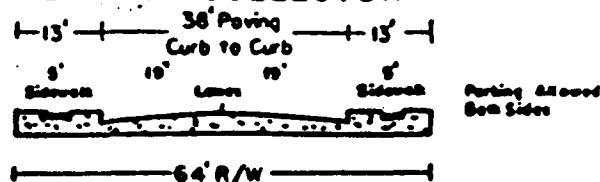


COLLECTOR

BASIC COLLECTORS

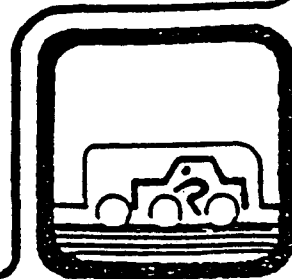


LIMITED COLLECTOR



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

SOURCE: SATS, 1985



- (d) Minimize the undesirable environmental, social, aesthetic and economic impacts produced by transportation facilities.
- b. General Policies
 - 1) Adopt the goals, objectives, recommendations, and proposed facilities and services contained in the Salem Area Transportation Study as the basis for guiding surface transportation improvements in Keizer.
 - 2) Encourage and assist in the updating of the SATS.
 - (a) Provide population and employment forecasts, and land use forecasts by traffic analysis zone to SATS staff.
 - (b) Continue to actively participate in the SATS program.
- c. Roadways
 - 1) Adopt as the Keizer functional highway classifications, and recommend these modifications to the SATS Functional Classification roadway network:
 - (a) Wheatland Road a minor arterial.
 - (b) Radiant Drive up-grade from collector to minor arterial.
 - (c) Windsor Island/Olson a new collector.
 - (d) Wheatland/North River Road a new collector.
 - (e) North River Road/Radiant a new collector.
 - (f) Bever Drive Extension downgrade to local street.
 - 2) Adopt a roadway classification system in Keizer as shown on Figure 3.
 - 3) Adopt the roadway classification design standards recommended in the SATS. See Table 4.
 - 4) Ensure that Lockhaven Drive from North River Road to the Chemawa Interchange is carefully studied to determine the need for future widening, noise buffering, and for pedestrian crossing and safety improvements near the Whiteaker Middle School.

Require that existing and planned residential areas be protected from excessive noise levels resulting from an increase in traffic.

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

d. Transit

- 1) Ensure that Olson Street from North River Road to Windsor Island Road is designed so that access points do not create traffic congestion and capacity problems, adjacent sensitive properties are protected from noise impacts, and public transportation improvements are considered.
- 2) Continue to work closely with the Salem Area Transit Districts:
 - (a) Increase transit service to the Clear Lake area.
 - (b) Increase transit service to the McNary Town Center.
 - (c) Increase transit service to the Keizer Station.
 - (d) Ensure that major new developments provide transit facilities, and are designed in such a way to make transit service efficient and convenient.

e. Bicycles and Pedestrians.

Adopt for Keizer and recommend that additional bicycle routes be identified in the SATS:

- 1) Extend the skeletal system on Wheatland Road north into the Clear Lake area.
- 2) Establish a bike route north of Olson Street connecting North River Road with Windsor Island Road.

- 3) Extend the skeletal system along Windsor Island Road north of Olson Street.
- f. Other
 - Coordinate with Burlington Northern Railroad so that rail crossings at Lockhaven Drive and Tepper Lane do not cause rail or traffic congestion problems.

5. FINDINGS: SANITARY SEWER, WATER AND DRAINAGE

a. Water

- 1) The City of Keizer has recently assumed the provision of water facilities from the Keizer Water District. All facilities, services and maintenance of the existing water system is now the responsibility of the City.
- 2) A water system master plan prepared for the Keizer Water District in 1980 is the blueprint for water system expansion in the City. The master plan is incorporated as a part of the Comprehensive Plan.
 - (a) The master plan anticipates a population level that will be reached in about 1995. The master plan should be updated to reflect needs to 2005.
 - (b) The capacity of the existing water supply system appears adequate to provide water service to the City of Keizer through 2005. Wells recommended in the master plan have yielded greater capacity than anticipated.
 - (c) The general locations of new water lines recommended for the unserved portions of Keizer appear appropriate. The plan should be updated to ensure that individual mains are sized adequately to accommodate greater levels of population and employment growth, and for additional storage facilities.

b. Sanitary Sewer

- 1) The City of Keizer provides sanitary sewer services. A sanitary sewer master plan update was completed by the City in 1984. Because of the service area used in the master plan, future sewer lines have been adequately sized to accommodate the

year 2005 population and employment forecasts used in this plan.

- 2) The sanitary sewer master plan update contains analysis, forecasts, phased improvements, and cost estimates. This update is included as a part of the Comprehensive Plan by reference.
- 3) Sewage treatment is provided at the City of Salem's Willow Lake plant located on the western edge of Keizer. The sewer system agreement between the Cities of Keizer and Salem governing the treatment of sewage originating the Keizer and Salem governing the treatment of sewage originating in Keizer expires in 1991. Renegotiating this agreement or finding an alternative method for providing sewage treatment is an important task for the City to address. Because of the proximity of the Willow Lake treatment plant to the City, the inclusion of the Keizer area in the plant's collection basin, and the commitment of existing sewage collection facilities which flow to the plant, is most desirable for Keizer to continue to utilize the Willow Lake Plant for sewage treatment, if an equitable agreement can be reached.
- 4) An equitable regional solution to the entire urban area's long-term sewage treatment needs should be the objective of the City of Keizer.

c. Drainage

- 1) The City of Keizer provides drainage services. A drainage master plan was prepared for the developed portion of the City in 1982, but no master plan has been prepared for the undeveloped areas.
- 2) Problems have developed in Keizer through the use of drywells and sumps for storm water drainage. These problems are:
 - (a) Inadequate capacity due possibly to silting in of drywells or to incorrect design.
 - (b) Concern about pollution of the groundwater aquifer.

The groundwater aquifer beneath the City provides the primary source of water. Water in the aquifer is of high quality and of adequate quantity to serve the needs of the City through 2005. The drainage system proposed in the drainage master plan would phase out all drywells and sumps.

The City has adopted interim policies on new dry well construction.

- 3) The analysis, forecasts and improvements identified in the drainage master plan included in this plan by reference.
- 4) The Federal Emergency Management Agency recently published a Flood Insurance Study for the City of Keizer. The study contains an updated map of the 100-year flood plain, floodway, and floodway fringe boundaries. See Figure 1.
- 5) Many of the citizen comments on the problems and issues in Keizer focused on flooding problems along Claggett Creek and in the far western portions of the City.
- 6) Another flooding problem was identified as the backup in Claggett Creek where the creek crosses below North River Road in an insufficiently sized culvert.

6. GOALS AND POLICIES: SANITARY SEWER, WATER AND DRAINAGE

a. General Goals

- 1) Provide and maintain public utilities, services, and facilities in an orderly and efficient manner.
- 2) Support public facility extensions when new development provides its own financing. The cost of new growth should, to the extent possible, be borne by the new growth itself.

b. Water Policies

- 1) Adopt the water system master plan (1980) as an element of this comprehensive plan, and utilize the recommended improvements within the developed area.
- 2) Update the water master plan within two years of gaining comprehensive plan acknowledgment. Utilize the existing master plan as a guide until the updating is completed.

c. Sanitary Sewer Policies

- 1) Adopt the Keizer Area Sanitary Sewer Master Plan Update, (1984) as an element of this comprehensive plan, and utilize the recommended improvements.
 - 2) Encourage and participate in a regional effort to find solutions for sewage treatment and disposal. Solutions should be equitable for all users in the region.
- d. Drainage Policies
- 1) Adopt the drainage master plan (1982) as an element of this comprehensive plan, and utilize the recommended improvements.
 - 2) Update the drainage master plan at the time of the first periodic review after comprehensive plan acknowledgment. The update should include currently undeveloped areas within the plan.
 - (a) The updated drainage master plan should include a careful analysis of the impact of a storm drainage system on Claggett Creek and Labish Ditch and other natural drainage features throughout Keizer.
 - (b) As Olson Street is to be improved as an arterial through Keizer, and improvements begin at North River Road near the Claggett Creek crossing, the drainage problems identified at the Claggett Creek crossing should be analyzed, and appropriate improvements made as part of the Olson Street project.

7. FINDINGS: PARKS AND RECREATION

General

- a. The total park and recreation lands existing in 1985 within the City are approximately 50 acres. Compared to National Park Recreation and Open Space Standards, revised for the City of Keizer, and additional 46 acres are required if the standards are to be met today.
- b. Over 100 acres of park and recreation lands are needed by 2005 if the standards are to be met for future population levels.
- c. Park and Recreation Standards have been developed for the City. See the working paper on public facilities and services/transportation factors (March, 1985).

- d. Need for additional park and recreation facilities is a high priority with Keizer residents.
- e. The Claggett Creek area north of Dearborn Avenue is given high priority for preservation of open space, and expansion of existing park facilities.
- f. A Park and Recreation Master Plan is needed.

8. GOALS AND POLICIES: PARKS AND RECREATION

a. General Goal

Provide for the recreation needs of the City of Keizer through the acquisition and development of adequate parks and recreation facilities, and through requiring park dedication as part of the development process.

b. Park Policies

- 1) Adopt the Park and Recreation Standards for Keizer as noted Table 5.

Table Five
 PARK AND RECREATION STANDARDS
 City of Keizer
 1985

Park Type	Acres/1,000 People	Size Range	Population Served	Served Area
Neighborhood Park	2.5	5 - 20 acres	2,000 - 10,000	25 - 50 miles
Community Park	2.5	20 - 100 acres	10,000 - 50,000	50 - 3.00 miles

Special Areas and Facilities - N.A. Includes parkways, beaches, plazas, historical sites, flood plains, downtown malls, and small parks. No Standard is applicable.

- 2) Prepare within three years of Comprehensive Plan acknowledgment, a Park and Recreation Master Plan for Keizer.

- 3) Coordinate the acquisition of future park sites with the school district, City of Salem and Marion County to further joint acquisition and development of park sites.
 - (a) Locate neighborhood parks adjacent to elementary school sites.
 - (b) Locate community parks adjacent to secondary school sites.
- 4) Accelerate the acquisition of park land in projected growth areas by establishing guidelines determining where and when developers will be required to dedicate land for park and recreation facilities, or money in lieu of, to serve their developments.
- 5) Encourage the development of private recreational facilities.

9. FINDINGS: SCHOOLS

General

- a. Education services are provided in Keizer by School District 24J.
- b. Based on the population forecasts for Keizer, expected demographics and capacities of existing schools in the area, one elementary school replacement, one new elementary school, and one new middle school are assumed to be located in Keizer by 2005. See working paper on public facilities and services/transportation factors (March, 1985).

10. GOALS AND POLICIES: SCHOOLS

a. General Goal

Ensure that the planning for school location and sitting is consistent with Keizer Comprehensive Plan.

b. General Policies

- 1) Coordinate the acquisition of school sites to further the joint acquisition and development of park and school sites and to permit the joint use of school and park facilities.
- 2) Locate elementary schools so that:

- (a) They are in the center of existing or future residential neighborhoods within safe and reasonable walking distance of as many students as possible.
 - (b) Attendance areas will be bounded, rather than intersected, by barriers, presenting obstacles or dangers to children walking to and from school.
 - (c) They are located on residential streets, which provide sufficient access for buses and other necessary traffic but have a minimum of non-school related vehicle activity.
- 3) Locate secondary schools so that:
- (a) They have adequate, safe and direct access from principal street network.
 - (b) They are located in areas, which are geographically central to the population served.
 - (c) They are designed, cited and constructed to encourage the use of walkways, bikeways, and public transit.
- 4) Accelerate the acquisition of school land in projected growth areas by working with the school district to establish guidelines to determine where and when developers will be required to dedicate land for school facilities, or money in lieu of, to serve their development.

F. PLAN ADMINISTRATION

1. FINDINGS: CITIZEN INVOLVEMENT

General

- a. A Citizen Involvement Committee has been established by the Keizer City Council.
- b. The City of Keizer has established a Planning Advisory Committee (PAC) to provide citizen input throughout the comprehensive planning process. Public workshops have been held to review and comment on technical data, discuss issues and priorities, and to provide feedback on policy statements.
- c. Town Hall meetings have been held throughout the comprehensive planning process. These public meetings provided all citizens of Keizer

the opportunity to receive information, discuss issues, and provide input to the planning process.

- d. A resolution “Establishing City of Keizer Citizen Involvement Program” has been adopted by the Keizer City Council. The resolution is included in the comprehensive plan by reference.

2. GOALS AND POLICIES: CITIZEN INVOLVEMENT

a. General Goals

- 1) Provide for widespread citizen involvement.
- 2) Assure effective two-way communication with citizens.
- 3) Provide the opportunity for citizens to be involved in all phases of the planning process.
- 4) Assure that technical information is available in an understandable form.
- 5) Assure that citizens will receive a response from policymakers.
- 6) Insure funding for the citizen involvement program.

b. General Policies

1. Adopt Resolution R85-149 as the public involvement element of the comprehensive plan. The resolution is included in the appendix.

3. FINDINGS: COORDINATION

General

- a. A Regional Coordination Committee (RCC) has been established by the City of Keizer to provide the opportunity to all affected local and state jurisdictions for input and comment on the process.
- b. The City of Keizer has been participating with other jurisdictions in the coordination program established in the Salem Area Comprehensive Plan.
- c. The City of Keizer has initiated a voluntary regional comprehensive plan coordination association among the jurisdictions in the region. An agreement has been prepared establishing a “Regional Comprehensive

Plan Coordination Association”. This agreement is incorporated as a part of this plan, and is included as Appendix 2.

4. GOALS AND POLICIES: COORDINATION

a. General Goal

- 1) Participate with other jurisdictions in the region to ensure appropriate land use and related issues are coordinated.

b. General Policies

- 1) Pursue the comprehensive plan coordination association as the institutional means to ensure coordination in the Salem/Keizer urban area. The draft resolution is included in the appendix.
- 2) Encourage and assist Mid-Willamette Council of Governments in identifying regional needs and priorities and implementing functional plans.
- 3) Adopt dual interest area agreements with the City of Salem and Marion County for those areas where future annexation by Keizer is possible and desirable. Include dual interest areas in the resolution establishing regional comprehensive plan coordination. See Figure 2 for dual interest area boundaries.
- 4) Insure consistency between city and county plans. Any conflicts should be stated in a dual interest area agreement, and resolution of these conflicts will occur through the plan amendment process.
- 5) Insure coordination with special districts, local and state jurisdictions by involving these appropriate bodies in the plan review and revision process.

5. FINDINGS: PLAN REVISIONS AND IMPLEMENTATION

General

- a. An Integrative Ordinance has been prepared which provides common administration procedures which will insure continued consistency between the Keizer Comprehensive Plan and Salem Area Comprehensive Plan.
- b. New subdivision and zoning ordinances have been prepared to implement the Keizer Comprehensive Plan.

6. GOALS AND POLICIES: PLAN REVISIONS AND IMPLEMENTATION

General Goals and Policies

- a. Assure that policies in this plan are implemented.
- b. Establish plan review and revision procedures, which include provisions for participation by citizens and affected governments.
- c. Assure an adequate factual base for decisions and actions.
- d. Participate in the “Regional Comprehensive Plan Coordination Association” which includes guidelines for regional issues requiring comment and review during plan amendment proceedings. See Appendix 2.
- e. Assure that the comprehensive plan is regularly reviewed, revised and amended.
 - 1) Establish administrative or organizational procedures to insure adequate monitoring of population, vacant lands, transportation systems, public facility capacities, environmental and economic changes.
 - 2) Maintain the adopted citizen involvement program to provide a means for the public to express their views community needs, changes and improvements.
 - 3) Periodically re-assess goals, general policies and implementation as well as the database and alternative on which the plan is based.
 - 4) Formally review the comprehensive plan at least every five years.
 - 5) Coordinate the review with the review and revision schedule of the Salem Area Comprehensive Plan.
 - 6) Evaluate proposed comprehensive plan amendments according to the following criteria:
 - (a) Compliance with the statewide land use goals and related administrative rules is demonstrated.
 - (b) Conformance with the Comprehensive Plan goals, policies and intent is demonstrated.

- (c) Public need is best satisfied by this particular change.
 - (d) The change will not adversely affect the health, safety and welfare of the community.
 - (e) Adequate public facilities, services and transportation networks are in place, or are planned to be provided concurrently with the development of property.
7. Implement this plan through appropriate ordinance and action.
- (a) Adopt new ordinances to carry out the policies of this plan.
 - (b) Apply zoning in a timely manner, which is consistent with this plan.
 - (c) Require all zoning and subdivision ordinance to be consistent with the intent and to be based on this comprehensive plan.
 - (d) Require all actions of the City on conditional uses, variances, zone changes and all other planning actions to be consistent with the intent of this plan.

IV. PROCEDURES FOR AMENDING THE KEIZER COMPREHENSIVE PLAN

A. DEFINITIONS

1. SALEM/KEIZER URBAN AREA

The area within the Salem Urban Area and the Keizer Urban Area shall be known as the Salem/Keizer Urban Area and shall be defined by the Salem/Keizer urban growth boundary.

2. SALEM URBAN AREA

The area within the Salem city limits and the area within the Salem/Keizer urban growth boundary, which is unincorporated and is located to the southeast, and west of the common city limits boundary between the cities of Salem and Keizer shall be known as the Salem Urban Area.

3. KEIZER URBAN AREA

The area within the Keizer city limits and the Salem/Keizer urban area adjoining the Keizer city limits to the north and west which is generally north and west of the Keizer city limits, west of the Interstate 5 Freeway as it runs

north of the Salem city limits, and east of the Willamette River shall be known as the Keizer Urban Area.

4. DUAL INTEREST AREAS

Dual interest areas are geographic areas where two or more entities have, by agreement, established that each has an interest in the nature and scope of land use regulation in the area even though the area may be outside the jurisdiction of one or more of the entities which are parties to the agreement. Dual Interest areas may be outside the Salem/Keizer Urban Growth Boundary. Decision regarding areas identified by agreement, as Dual Interest Areas shall be governed by the terms of such agreement.

5. REGIONAL POLICY

Any policy, which is concurred in by all four jurisdictions (Cities of Salem and Keizer and counties of Marion and Polk) and is identified in each jurisdiction's Comprehensive Plan is a regional policy.

6. REGIONAL PLANNING ACTION

Any amendment to a regional policy.

7. NON-REGIONAL PLANNING ACTION

Non-regional planning actions are of two types:

- a. Any amendment to an urban area policy.
- b. All other land use actions.

B. JURISDICTION

1. SALEM'S JURISDICTION

Salem has exclusive jurisdiction over all land use actions applicable within its city limits other than regional planning actions and amendments to urban area policies.

2. KEIZER'S JURISDICTION

Keizer has exclusive jurisdiction over all land use actions applicable within its city limits other than regional planning actions and amendments to urban area policies.

3. POLK COUNTY'S JURISDICTION

Polk County has exclusive jurisdiction over all land use actions applicable within that portion of the Salem Urban Area that is outside the Salem city limits and inside Polk County other than regional planning actions and amendments to urban area policies.

4. MARION COUNTY'S JURISDICTION

Marion County has exclusive jurisdiction over all land use actions applicable within that portion of the Salem Urban Area and Keizer Urban Area that are outside the Salem city limits and outside the Keizer city limits other than regional planning actions and amendments to urban area policies.

C. PROCEDURES FOR AMENDMENT

1. REGIONAL PLANNING ACTIONS PROCEDURES

- a. Regional planning actions may be initiated by any one of the four jurisdictions (Cities of Salem and Keizer and Counties of Marion and Polk), but must be concurred in by all of the other jurisdictions as set forth below before they are considered effective amendments to the Plan.
- b. The proposing jurisdiction shall notify all of the other jurisdictions of the proposed regional planning action by sending to them a true copy of the 45 day notice sent to the Department of Land Conservation and Development (DLCD). That copy shall be sent to the other jurisdictions not less than 45 days prior to the date set for final hearing in the matter. If the final hearing is rescheduled, the other jurisdictions shall be notified of the new hearing date.
- c. All jurisdictions that concur with the regional planning action shall, at least 15 days prior to the final hearing as cited in the DLCD notice, indicate to the proposing jurisdiction their concurrence. Those jurisdictions that concur shall adopt ordinances indicating their concurrence and transmit those ordinances to the proposing jurisdiction.
- d. Where "c" does not apply, jurisdictions shall at least 15 days prior to the final hearing as cited in the DLCD notice, indicate to the proposing jurisdiction their lack of concurrence, the conditions necessary for concurrence, or the need for a specific amount of additional time to consider the matter before responding. Those jurisdictions indicating non-concurrence shall provide their reasons, findings, and conclusions in writing to the proposing jurisdiction.
- e. When the proposing jurisdiction has received concurring ordinances, which are identical with regard to the text of the regional planning action

adopted from each of the other jurisdictions, it may take final action to adopt its own ordinance and the effective date of that final ordinance shall be the effective date of the amendment to this plan. The proposing jurisdiction shall send copies of the final ordinance to all of the other jurisdictions.

- f. If jurisdictions disagree as to regional planning actions or if there is a need for clarification of regional policies, the issue may be resolved through the Salem Keizer Area Plan Advisory Committee process.

2. NON-REGIONAL PLANNING ACTIONS PROCEDURES

- a. Any amendment to an urban area policy shall follow the regional planning action procedures, except that the concurrence requirement will be limited to jurisdictions within the urban area.
- b. Any non-regional planning action other than an urban area policy amendment shall be acted upon by Salem, Keizer, Polk County, and Marion County respectively for areas over which each exercises exclusive jurisdiction.
 - 1) Each jurisdiction shall notify all other jurisdictions of pending planning actions within their jurisdiction and as required by dual interest area agreements.
 - 2) If a disagreement is reached, the jurisdiction having authority to take the action is free to act, and any other jurisdiction is free to appeal such action to the Land Use Board of Appeals.

D. RULES OF PROCEDURE

Each governing body shall adopt rules of procedure to govern the initiation and processing of amendments to this plan in the geographic area of the jurisdiction.

E. REVIEW AND REVISION

The plan shall be subject to major review and, where necessary, revisions to comply with the requirements for periodic review. Except for Comprehensive Plan map amendments initiated by property owner, plan amendments should, wherever possible, be reserved for those years when the plan undergoes major review.

F. RELATIONSHIP BETWEEN SALEM AREA COMPREHENSIVE PLAN AND KEIZER COMPREHENSIVE PLAN

- 1. A Comprehensive Plan for the Keizer Urban Area has been adopted as an amendment to the Salem Area Comprehensive Plan (SACP). It shall be

referred to as the Keizer Comprehensive Plan (KCP). All regional policies are included in the text of the SACP and KCP.

2. Land use decisions, other than regional planning actions involving land within the Salem urban area shall be made based solely on the SACP, its plan map, and its implementing ordinances.
3. Land use decisions other than regional planning actions involving land within the Keizer urban area shall be made based solely on the KCP, its plan map, and its implementing ordinances.
4. Regional planning actions shall be made solely on the basis of the concurrence of all the jurisdictions – City of Salem, City of Keizer, Marion County, and Polk County. Regional planning actions shall be adopted by each jurisdiction with the identical language.

G. URBAN GROWTH BOUNDARY

1. The cities of Salem and Keizer and Counties of Marion and Polk have adopted by legal description the Salem/Keizer urban growth boundary for the Salem and Keizer urban areas and shall review the Salem/Keizer urban growth boundary on a periodic basis or upon the request of one of the jurisdictions to identify if changes are necessary.
2. All parties shall work toward the development of the most efficient and economical method for providing specific urban services to the area within the Salem/Keizer urban growth boundary.
3. Changes to the Salem/Keizer urban growth boundary must be adopted concurrently by all four affected jurisdictions and shall be based upon consideration of the following factors:
 - a. Demonstrated need to accommodate long range urban population growth requirements consistent with LCDC goals;
 - b. Need for housing, employment opportunities and livability;
 - c. Orderly and economic provision for public facilities and services;
 - d. Maximum efficiency of land uses within and on the fringe of the existing urban area;
 - e. Environmental, energy, economic and social consequences;
 - f. Retention of agricultural land, as defined, with Class I being the highest priority for retention and Class VI the lowest priority;

- g. Compatibility of the proposed urban uses with nearby agricultural activities; and
- h. Projections of land needs and supply of buildable land within the entire Salem and Keizer urban areas.

H. TRANSPORTATION

The Salem/Keizer Area Transportation Study Cooperative Agreement shall provide the coordination mechanism for regional transportation issues within the Salem/Keizer urban growth boundary.

I. WILLOW LAKE TREATMENT PLANT

The Willow Lake Treatment Plant dual interest area is defined by an adopted legal description. Development requirements are established in the Willow Lake Treatment Plan dual interest area agreement.

J. SOLID WASTE

The disposal of solid wastes shall be accomplished with a minimal negative impact on the land, air and water resources of the region. A balanced program of waste reduction, recycling, resource recovery, landfill and other disposal methods shall be encouraged. The cities and counties shall participate cooperatively in the development of a solid waste Management Plan for each county and participate in implementation of the plan to the extent it applies to each jurisdiction. The facilities developed to implement the Solid Waste Management Plans are not required to be located in the Salem/Keizer urban area.

K. STORM DRAINAGE POLICY

The Cities and Counties shall coordinate the management of storm water.

L. RESIDENTIAL DENSITY

The effective utilization of land for residential development and the potential of proposed urban growth boundary changes for residential use should be guided by residential density objectives scaled to the character of each urban area. Commencing January 1, 1992, performance in achieving the residential density objectives shall be used in determining conformance with urban growth boundary expansion factors for residential use.

V. ACCOMPANYING PLAN DOCUMENTS

This chapter contains a list of accompanying plan documents, and incorporates these documents by reference in the Keizer Comprehensive Plan.

A. REGIONAL PLANS

1. Salem Area Comprehensive Plan. City of Salem, adopted 1979, acknowledged 1982.
2. Conformance of the Salem Area Comprehensive Plan with State Land Use Goals. Salem Planning Division, 1982.
3. Year 2005 Areawide Transportation Plan for the Salem-Keizer Urban Area. Mid-Willamette Valley Council of Governments, 1985.

B. WORKING PAPERS

1. Past and Present Conditions: Natural Resources and Willamette Greenway Factors. Wilsey & Ham, 1984.
2. Past and Present Conditions: Socioeconomic and Housing Factors. ECO Northwest, 1984.
3. Past and Present Conditions: Land Use and Urbanization Factors. Wilsey & Ham, 1984.
4. Past and Present Conditions: Public Facilities and Services/Transportation Factors. Wilsey & Ham, 1985.
5. Forecasts and Analysis: Natural Resources and Willamette Greenway Factors. Wilsey & Ham, 1985
6. Forecasts and Analysis: Socioeconomic and Housing Factors. ECO Northwest, 1985.
7. Forecasts and Analysis: Public Facilities and Services/Transportation Factors. John Spencer & Assoc., 1985.
8. A Brief History of Keizer and Keizer's Historic Sites. Ann Lossner, 1986.

C. TECHNICAL PLAN AND REPORTS

1. Water System Master Plan. Keizer Water District, James M. Montgomery, Consulting Engineers, Inc., 1980.

2. Keizer Area Sanitary Sewer Master Plan Update, William I. Peterson Engineering, Inc., 1985.
3. Keizer Area Drainage Master Plan, Kramer, Chin and Mayo, Inc., 1982.
4. North Keizer Sanitary Survey, Department of Environmental Quality, Marion County Health Department, 1984.
5. 1991 Sewage Treatment Agreement, City of Keizer and City of Salem,

VI. APPENDIX

1. Resolution R85-149, establishing City of Keizer Citizen Involvement Program.
2. Agreement Establishing A Regional Comprehensive Plan Coordination Association.