

***ADOPTION DRAFT***

**McNary  
Activity Center  
Design Plan**



City of Keizer

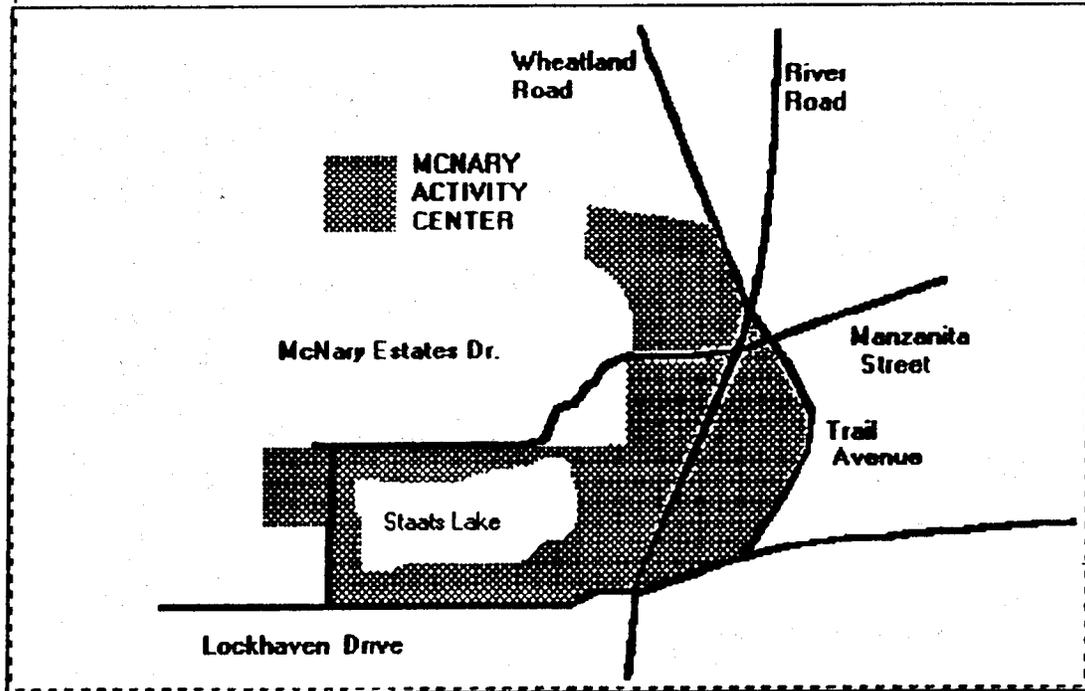
December 1991

---

# INTRODUCTION

---

The McNary Activity Center is an extremely important part of the Community. It is broadly recognized as the 'key to the creation of a new community focal point in the northern part of Keizer. While the character of the southern part of Keizer, which is generally the area south of Lockhaven, was set in place many years ago, the northern area is yet to develop.



Extensive single-family residential growth in this area, which has been going in earnest for only a few years and which will be extensive over the next decade, is creating pressure for business development and opportunities for alternative housing styles. The City recognized this in the Comprehensive Plan where policy is set prohibiting "strip-commercial" development north of Lockhaven.

More importantly, the Comprehensive Plan creates the McNary Activity Center, recognizing the unique role of this largely vacant land in becoming the "hub" of activity for the surrounding neighborhoods and in defining the character of a large portion of Keizer.

The Community has a large stake in the quality of development in the Activity Center. Rather than perpetuating the negative elements of strip commercial development, the Community wants to see this area provide needed commercial services, but in a manner that minimizes all types of impacts and is a general enhancement. It wishes to see housing created that serves a broad array of needs, and that is efficiently designed and located. It also recognizes Staats Lake, while privately owned, as a community asset which should be developed in a manner that provides the public an opportunity to enjoy its open space and scenic value.

## **PURPOSE OF THIS PLAN**

The purpose of this McNary Activity Center Plan, and the process of its development, is three fold, as outlined below

1. *Implement the Comprehensive Plan;*
2. *Define the Community's vision of what the McNary Activity Center will be like when developed; and*
3. *Set the Community's expectations of how it is to develop so the vision is achieved.*

---

# THE COMPREHENSIVE PLAN

---

The Keizer Comprehensive Plan, as adopted in 1987, identifies several objectives for the McNary Activity Center

1. *Primary uses are retail-office center, public park and open space lands including the 50-acre lake, medium and high density residential.*
2. *The McNary Goff Course, lake, public open spaces, and Claggett Creek corridor for public access and enjoyment.*
3. *Encourage mixed use developments and multi-use structures.*
4. *Within the district, pedestrian circulation and access should be emphasized. Provide for adequate off-street parking and loading, and public transportation facilities.*

The Keizer Comprehensive Plan, as adopted in 1987, also includes policies for retail-office centers included in objective 1 above.

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

This Activity Center Plan is intended and designed to conform with and implement these policies as much as possible.

## **ROLE OF THIS PLAN**

The McNary Activity Center Plan will be adopted as an element of the Keizer Comprehensive Plan. All development activity within the area will be reviewed and approved in accordance with the provisions of this Plan. The Comprehensive Plan is being revised concurrent with the adoption of this Plan to acknowledge and incorporate it.

This Plan has two components: the Plan itself; and an Appendix containing an analysis of the issues within this planning area.

The Plan includes 16 policies which are found within each subsection below. These are the functional components of this Plan. The policies are adopted as the Community's expectations of how development will occur within the Activity Center. All development proposals will be evaluated based on these policies. The policies have the same effect and force as if they were part of the Comprehensive Plan document.

The material other than the policies is descriptive and analytical and is subservient to the policies. However, the "Action" section of each issue discussion may include specific actions that are being adopted.

---

# THE PLAN

---

## **Planning Area**

The Comprehensive Plan identifies the area within the McNary Activity Center. These lands, when the Plan was adopted in 1987, were those that raised the greatest concerns about their future development.

With the development of this McNary Activity Center Plan, the detailed planning process has identified three areas where the boundary of the Activity Center is adjusted with the adoption of this Plan. In one case, property is removed and in the others it is added. These adjustments reflect the needs for detailed planning in each of the areas. The analysis leading to each change is included in the appendix to this Plan. The first is the triangle between Wheatland Road and River Road. As significant redevelopment of the property is unlikely, it is removed from the McNary Activity Center.

The second area is the south portion of the land lying between River Road and Trail Avenue. Continued single family development patterns of this area are not realistic in the long run since the properties are surrounding on all sides by more intense development. This Plan concludes, given the long-term likelihood this area will change to a higher-intensity use, it is best to guide its redevelopment along with the balance of the Activity Center. Therefore, it is included within the area.

The third area is Keizer School and the parcel to its immediate north. The vacant parcel is part of the Staats Lake property and should be part of the overall comprehensive planning for the area. The School Influences and In turn is influenced by the future of the Activity Center. it also has a major impact on McClure Street. Therefore the school and the vacant parcel are Included.

## **Land Use**

### **Land Use Maps**

••  
The revised Comprehensive Plan Map shows the Plan designations for the Activity Center. The revised Zoning Map shows the zoning for the properties. In all cases the zoning is the same as the Comprehensive Plan designation except for the residential portions of the Staats Lake property where the Plan designation will be Medium Density Residential and the zoning is RL (Limited Multi-Family Residential).

## **McNary/Courthouse Area**

### **Action**

This Plan adopts the use of a new mixed-use zone. Since much of the concepts set in the Comprehensive Plan for the McNary Activity Center call for the creation of a mixed-use center developed in a planned manner, a special zone that accommodates and encourages this type of development will be most appropriate. it also will probably be the easiest to understand and administer over time.

# COMPREHENSIVE PLAN

26  
35

MCNARY GOLF CLUB

STAATS LAKE  
MDR

KEIZER ELME. SCHOOL  
P

KEIZER

MCNARY HIGH SCHOOL

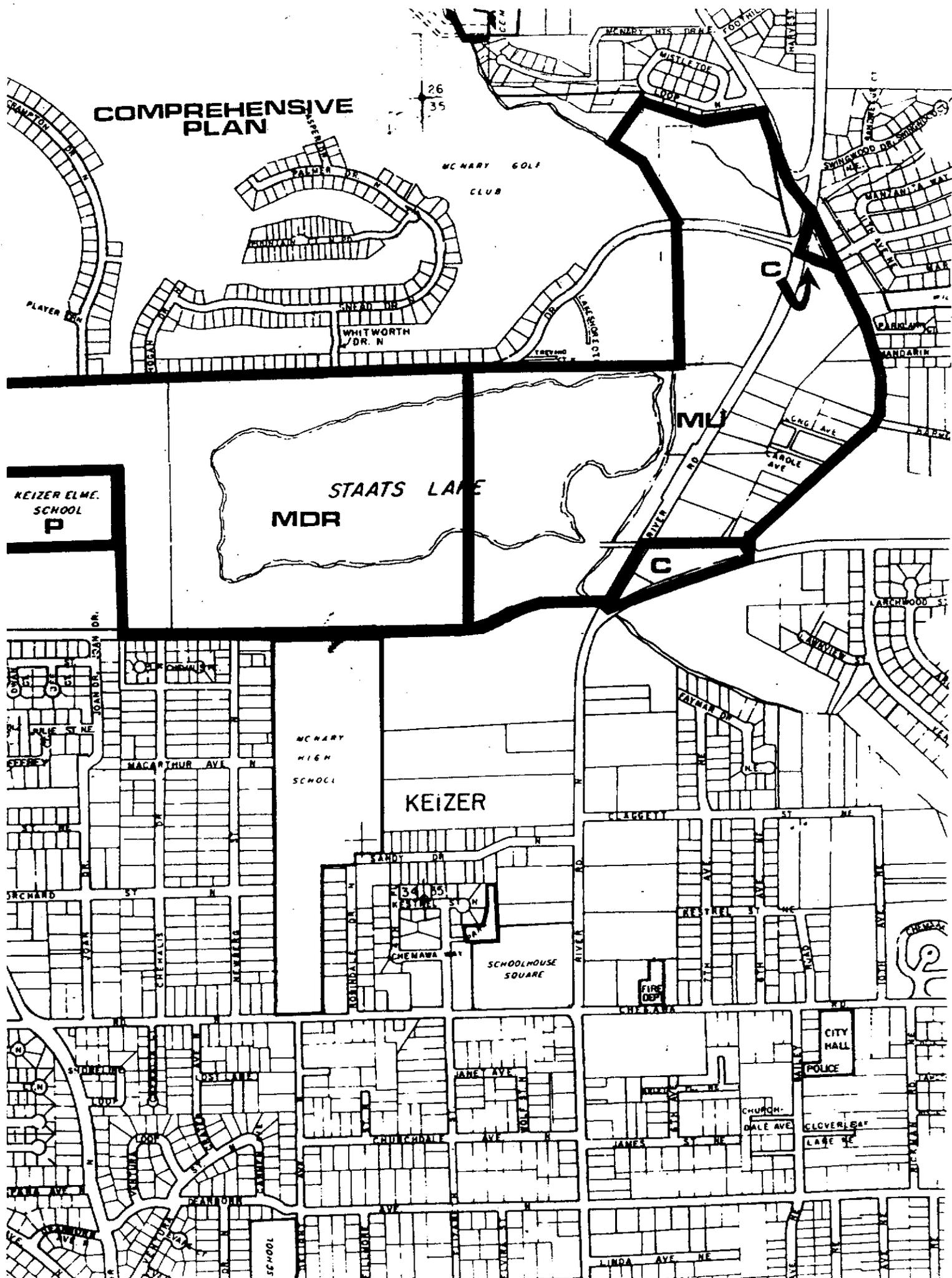
SCHOOLHOUSE SQUARE

CITY HALL

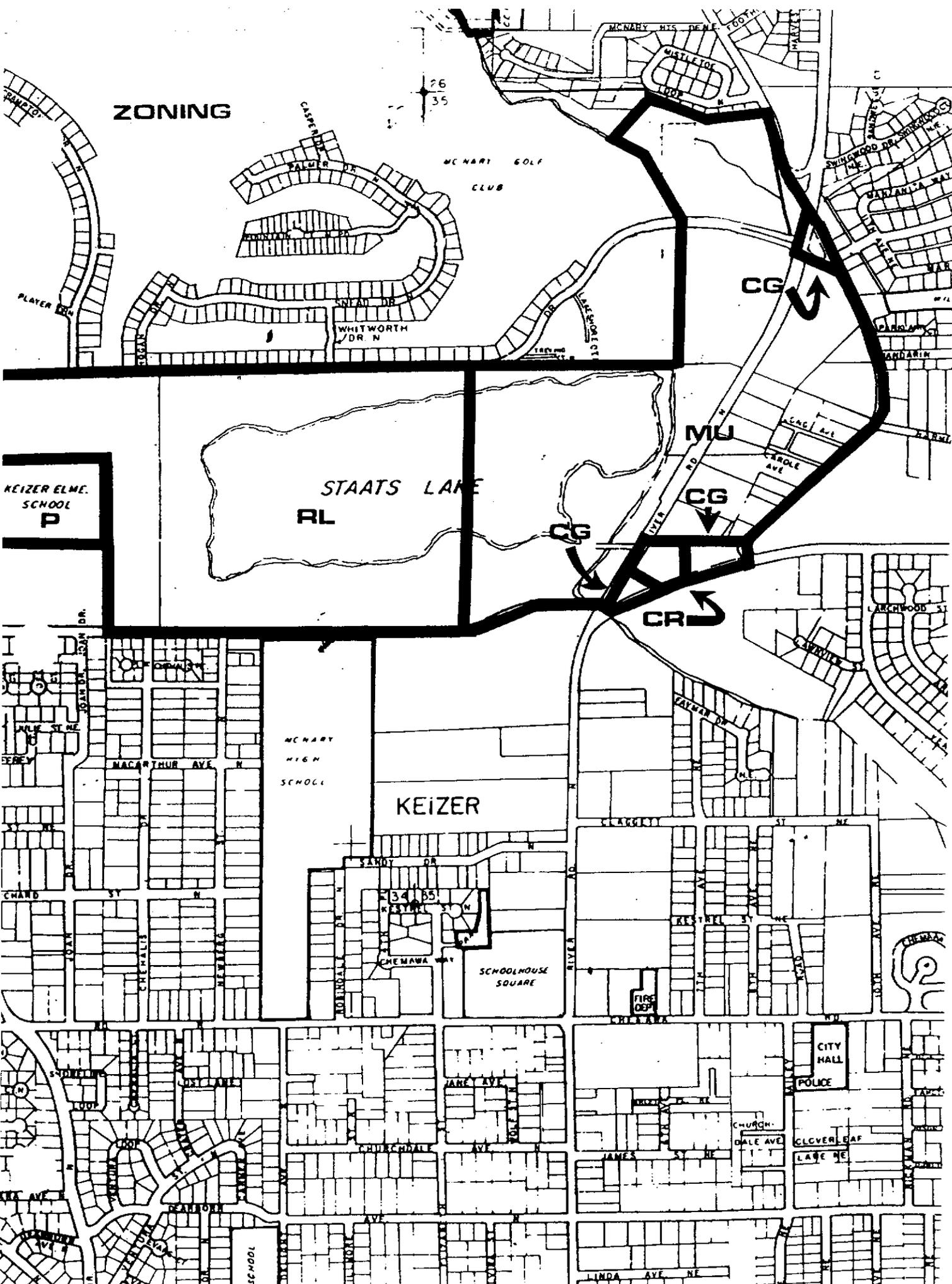
POLICE

CHURCH

CLOVERBAR LAKE SE



# ZONING



## **Property Between McNary Restaurant and Staats Lake**

### **Action**

Use of the property for either or both multi-family and office development is recommended. It might be best to encourage a mixture of both uses on the property.

A new mixed use zone, as described above, is adopted. This will encourage both multi-family and office development of the property.

## **Land between River Road and Trail Avenue**

### **Action**

The entirety of the area is to be rezoned to the Mixed Use zone with the exception of the parcel north of Manzanita which will remain in the Commercial General zone, and the properties fronting Lockhaven which will retain their Commercial Retail and Commercial General zones.

## **Staats Lake Property**

### **Residential Development - Actions**

A minimum density standard of 6 dwelling units per acre is required for the property. This conforms with the intent of the Comprehensive Plan.

Development will be limited for all housing abutting the northern property line of the Staats property east of McClure Street and west of the point where McNary Estates Drive turns to the northeast to single family or townhouse developments.

As specific development plans are considered, density can be transferred on a one for one basis from the residential area to the mixed-use area.

### **Residential Development Policies**

- 1. The MDR area shall have an average residential density between 6 and 10 dwelling units per gross acre.*
- 2. The average residential density will be computed for the entire MDR area, regardless of ownership patterns.*
- 3. Within the property currently owned by the Steads Corporation, the required density of the MDR area regardless of current or future ownership patterns may be transferred to the Mixed Use area and the lake. For every dwelling unit built in the Mixed Use area, or for every permanent houseboat created, one dwelling unit may be subtracted from the required density of the MDR area*
- 4. All housing abutting the northern property line of the Staats property east of McClure Street and west of the point where McNary Estates Drive turns to the northeast, shall be limited to single family or townhouse developments.*

## Commercial Development – Actions

The mixed-use zone will be applied to the commercial area.

## Access and Circulation

---

### Relationship between McNary Area and Staats Property

The Comprehensive Plan calls for a link between the McNary Area and the Staats Property. Due to both manmade and natural constraints, the eastern link is not practical. However, The McClure extension at the west end of the property will tie these areas together.

### Action

The eastern link between the properties will not be required.

### Internal Circulation within Staats Property

In order to develop the property in a fully integrated manner, as a true and healthy neighborhood, internal access is necessary from one end of the property to the other.

### Policy

1. *Land around Staats Lake shall be served with a public or private street system or pedestrian/bicycle system that allows access to all parts of the property without having to use Lockhaven Drive or North River Road.*

### Access to Arterial and Collector System

The Activity Center is intended to develop to fairly high urban densities of both residential and commercial use. This pattern will generate a substantial amount of traffic impacting both Lockhaven Drive and River Road. It is critical this traffic be effectively managed by minimizing the number of access points to *the* arterials and providing guidelines for their proper placement. Where extraordinary street improvements are warranted, such as possibly a traffic signal at the intersection of McClure and Lockhaven, the costs of the improvements will be the responsibility of the developing properties in proportion to their impact on the street system. These costs will be determined and assessed as part of the conditional use or planned unit development approval of each project.

As this new diverse neighborhood develops, provisions must be made to encourage pedestrian circulation between the various component areas. This will help minimize unnecessary automobile use and provide a convenient and attractive alternative for the residents.

## **Policies**

- 1. Vehicle access points shall be minimized with a minimum spacing standard of 400 feet apart along an arterial street and 200 feet apart along a collector street. Access points across a street from each other shall either line up or meet these separation requirements.*
- 2. When small lots are developed with access to arterial or collector streets, combining of access points with adjacent lots shall be required if possible.*
- 3. All new access points shall be located so there is a minimum sight distance in both directions equal in feet to 10 times the speed limit*
- 4. There shall be only one access to River Road from any single property within the Activity Center.*
- 5. A pedestrian/bicycle pathway network, meeting Oregon Department of Transportation design and construction standards, linking key components of the Activity Center shall be included as part of future developments. Each property owner will be responsible for planning and building the portion of this system within or adjacent to their property at the time of development of the property.*
- 6. Where extraordinary street improvements are warranted, the costs of the Improvements will be the responsibility of the developing properties in proportion to their Impact on the street system. These costs will be determined and assessed as part of the conditional use or planned unit development approval of each project.*

## **Parks, Recreation, and Environment**

---

### **Public Relationship to Staats Lake**

This Plan does not include acquisition of a lake front park on Staats Lake. Development of a public park along some portion of the lake frontage would create an unrestricted point of public access to enjoy the lake. However, it would also create liability and suitability situations due to the "gravel pit" nature of the lake with its steep banks and deep waters.

The alternative to a lake front park is to retain the lake and shore-lands in private ownership, but set standards for public access as part of the private development.

### **Action**

This Plan envisions development of a "promenade" along the frontage of the commercial area. This promenade will overlook the lake and provide an attractive, inviting area for walking, standing, and sitting while enjoying the view and proximity to the lake.

## **Policy**

- 1. A promenade shall be developed as part of the development of any retail store or shops abutting Staats Lake. This promenade will provide an attractive place for walking, sitting, eating, and viewing the lake. The promenade shall be open to the public during regular business hours. The specific location and design of the promenade will be determined through the approval process of the particular development.*

## **Park Location**

The Comprehensive Plan indicates a future park site in the area north of Keizer School. The Plan sets a standard of 5-20 acres for a neighborhood park. It calls for neighborhood parks to be located adjacent to elementary school sites. Keizer School currently has approximately three acres in outdoor recreational space west of the school.

There is a long term *need* for development of this neighborhood park. Substantial residential development has occurred in the northwest corner of the City without any park land being developed. Luckily, this is an area where a great deal of open space has and will be preserved, including McNary Golf Course and Staats Lake. However, there are no areas of developed park land with park amenities such as picnic areas, grassy lawns, play equipment, and sport courts. This is a need that the Comprehensive Plan envisions being met north of Keizer School.

The City is developing a comprehensive Parks Development Master Plan during fiscal year 1991-1992. This Plan, when adopted, may conclude there are better ways to meet the park need than the park adjacent to Keizer School. If this should occur, this Activity Center Plan and its recommendations will be superseded.

The Claggett Creek corridor at the east end of the Staats Lake property is not developable. It is a designated wetland and floodplain. It also is a valuable asset to the community. It provides a wildlife habitat and greenway and is a continuation of the greenway to the south. It needs to be preserved.

## **Action**

Two acres of park land adjacent to the northern boundary of Keizer School will be acquired as part of the development of the Staats Lake property. However, if the Keizer Parks Development Master Plan, when adopted, recommends differently, this action is invalidated and superseded by the Master Plan's recommendations.

As the Claggett Creek corridor is not developable and is of little value to the development, it is desirable to be developed and preserved as a wetland and wildlife habitat.

## **Policies**

1. *The Claggett Creek corridor, consisting of the wetlands and floodplain area, shall be retained as a natural, greenway corridor protecting its vegetation and wildlife habitat, regardless of whether it is in public or private ownership.*
2. *A new public park will be developed immediately north of Keizer School. This park will be approximately two acres in size and will be configured so it can contain at least two tennis courts and ancillary picnic areas and open space. The City and School District will work to develop this site, and the athletic fields, playground, and open space west of Keizer School, as a neighborhood park, however, if the Keizer Parks Development Master Plan, when adopted, recommends differently, this action is invalidated and superseded by the Master Plan's recommendations.*

## **Environmental**

The Claggett Creek Corridor is an important wetland. It provides habitat for a variety of types of wildlife and supports a broad array of riparian vegetation. Development adjacent to this area must be particularly sensitive to its fragile nature.

## **Policies**

1. *The owners of properties within the activity center shall comply with all applicable laws and regulations pertaining to wetlands and floodplains*

## **Implementation**

---

The McNary Activity Center Plan is to be implemented primarily through the zoning and subdivision process. The zoning ordinance is being amended to provide a means to assure future private development occurs in a manner conforming with and helping to implement the policies of this Plan.

## **Action**

### ***Zoning***

The zoning ordinance was amended in 1987 to include an AC (Activity Center) zone. This zone set very specific requirements for the development of an activity center plan. However, during the development of this plan, it was determined the AC zone requirements were far too detailed and cumbersome to meet the actual needs at this time.

As is indicated in the Land Use section, above, a new Mixed Use zone is created to provide flexibility in land use development patterns and to encourage a health mix of uses within this new neighborhood.

### ***The (AC) Activity Center Zone***

The AC zone is amended to remove the specific requirements for the activity center plan. The provisions of the zone requiring all uses to be processed as conditional uses remains. The criteria originally set for the activity center plan are now used as criteria for review of individual conditional use applications.

### ***The (MU) Mixed Use Zone***

A new Mixed Use zone is adopted that is intended to not only allow a mixture of uses, but to encourage such use. The tools offered for the mixture include a substantial reduction of setback requirements for residential uses and an automatic reduction in parking space requirements due to sharing between residential and commercial uses.

### ***Comprehensive Plan***

The Comprehensive Plan includes several specific provisions for the McNary Activity Center as are quoted at the start of this Plan. Amendments to the Plan language are adopted along with this Activity Center Plan. These amendments eliminate the specific language of the Plan and acknowledge this Activity Center Plan as a component of the Comprehensive Plan.

### ***Development Process***

As is indicated above, all development activity within the Activity Center will be processed as a conditional use. Recognizing that the Staats Lake property is unique in its size, and in the scope and impact of its development, it may be processed through the planned unit development process instead of as a conditional use. This will provide a framework for evaluating the proposal as well as give the developer a great deal of design flexibility.

### **Policy**

- 1. The Staats Lake property will develop in accordance with a comprehensive development plan processed as a conditional use or a planned unit development except that the developer may, at his or her option, exclude from the PUD that portion of the Staats Lake property west of McClure Street.*

<b>APPENDIX</b>
-----------------

## **INTRODUCTION**

---

This Appendix includes two parts; Background, and Issues. It provides the facts, information, issue identification, analysis, and conclusions that went into developing the Plan section of this McNary Activity Center Plan.

No part of the Appendix represents adopted policy or actions. These are only found within the Plan portion of this document. This material is for background information only.

## **BACKGROUND**

---

The Keizer Comprehensive Plan identifies the McNary Activity Center as a special district where extraordinary development opportunities and constraints requiring more detailed planning. Table 1 summarizes the existing land uses within the Activity Center.

**TABLE 1  
EXISTING LAND USES**

<u>Land Use</u>	<u>Acres</u>	
Single Family/Farm	22.9	10.4
Multi Family	2.0	0.9
Commercial	13.8	6.3
Public	10.0	4.6
Right-of-Way	4.3	2.0
<b>TOTAL DEVELOPED</b>	<b>53.0</b>	<b>24.2</b>
Vacant	159.7	72.7
Lake & Floodplain	(74.1)	33.8
Reclamation Area	6.8	3.1
<b>VACANT BUILDABLE</b>	<b>92.4</b>	<b>75.8</b>
<b>TOTAL AREA</b>	<b>219.5</b>	<b>100.0</b>

Source: Spencer & Kupper, 1991

---

## **ISSUES**

There are many issues surrounding the development of the McNary Activity Center. This master plan will address each and set policy on how the community expects them to be dealt with. The results are reflected in policy and mapping in this master plan.

Four major Issue areas have been identified. These include:

### **Land Use, Parks and Recreation, Circulation and Access, and Environmental**

Each will be discussed below with an analysis and direction for specific policies or plans. The policies stemming from this analysis are listed within the Plan.

## **LAND USE**

### **McNary/Courthouse Area**

#### **Issues**

This area is generally developed to the point that little additional development is likely. The exception is the property where the McNary Estates sales office is located. This office is a modular structure and is intended to be temporary in nature.

This property is zoned CR (Commercial Retail) and designated on the Comprehensive Plan for commercial use. Such use is in keeping with the two other commercial uses in this area, the McNary Restaurant and the Courthouse Athletic Club.

Given the nature of the immediate area, future commercial use of the current McNary Estates office will probably be appropriate. However, there may be concern about the character of any future use.

The McNary Restaurant/Pro Shop and the Courthouse, because of their substantial financial Investments In improvements, can probably be expected to remain at their current locations with few changes.

#### **Alternatives**

Using the current CR zoning is one alternative. This will allow flexibility in future development. However, many CR uses may not be considered compatible with the area. Both the McNary Restaurant/Proshop and the Courthouse are relatively subdued in their presence. Many CR uses, such as fast food establishments or service stations, may not reflect this "quieter character.

A new zone could be created that sets stricter standards on site development and on potential uses. This zone might be applied not only within this area, but also within other commercial parts of the activity center.

A third option would be an overlay zone that would set standards in addition to the provisions of whatever underlying zone applies to a property. This overlay could set higher

standards for setbacks, landscaping, signage, etc.

A fourth alternative would be a new mixed-use zone that allows both commercial and medium density residential development. This zone would set strict design standards. This possibly would need to be accompanied by a mixed-use Comprehensive Plan designation or at least enabling policies.

### **Action**

This Plan adopts the use of a new mixed-use zone. Since much of the concepts set in the Comprehensive Plan for the McNary Activity Center call for the creation of a mixed-use center developed in a planned manner, a special zone that accommodates and encourages this type of development will be most appropriate. It also will probably be the easiest to understand and administer over time.

## **Property Between McNary Restaurant and Staats Lake**

### **Issues**

This land is zoned UT (Urban Transition) and is designated for low density residential use on the Comprehensive Plan which reflects current use. Currently there is a house, barn, and other outbuildings on the property.

The property rises up from both River Road and McNary Estates Drive to the area where the buildings are located. From there it slopes steeply to the west down to Claggett Creek. The only developable portion of the property is on the top of the hill.

Use of this property is restricted by its physical relationship to the surrounding area. The buildable land is essentially limited to a "knoll."

The property has frontage on both River Road and McNary Estates Drive. At this point, River Road has a five lane section, including the left turn lane accessing McNary Estates Drive. The Drive has two lanes except at the intersection where a left turn lane is provided. Direct access to River Road would be a significant concern due to sight distance problems and turning movement conflicts. Access to McNary Estates Drive would present fewer problems. However, the fact McNary Estates Drive is private may limit its capability to be used.

### **Alternatives**

It is probably not practical to anticipate use of the land for retail or other type of use that is dependent on its frontage for visibility or ease of access. As well, it is probably not in the City's best interest to zone this property for single family use as its potential for more intensive uses is significant.

Multi-family housing could be well placed on the property, using the west facing slope to site the homes so they face the lake. Parking along the eastern portion of the property would work well with a driveway to McNary Estates Drive.

In a similar manner, offices could be placed on the property again sited to take advantage of the view.

**Action**

Use of the property for either or both multi-family and office development is recommended. It might be best to encourage a mixture of both uses on the property.

A new mixed use zone, as described above, is adopted. This will encourage both multi-family and office development of the property.

**Land between Wheatland Road and River Road****Issues**

Most of this land has been developed for many years. The "point" where Wheatland and River Roads meet is the site of an old convenience market now occupied by the video store. To the north the area is occupied by apartments with Keizer Automotive located at the north end.

The convenience market site does not meet current design standards. This is especially reflected in the lack of landscaping.

**Alternatives**

The land in this area could be zoned with the mixed-use zoning described above. This could guide redevelopment of the area in a manner more consistent with the McNary area to the west.

The land could remain zoned as it is, recognizing that redevelopment of the entire area is unlikely in the foreseeable future. If the convenience market site is redeveloped, it would have to conform with current zoning provisions, which include landscaping.

Special development policies could be developed for this area covering landscaping, setbacks, access, etc.

**Action**

This area will retain its current zoning. As significant redevelopment of the property is unlikely, it is also removed from the McNary Activity Center as defined in the Comprehensive Plan.

**Land between River Road and Trail Avenue****Issues**

The Comprehensive Plan included only the northern portion of this area within the McNary Activity Center. This northern area is made up of several developed and two undeveloped parcels. At the north end is a Texaco station. A small vacant parcel lies between the station and the new Manzanita Street extension. South of Manzanita is a large vacant parcel fronting on both River Road and Trail Avenue. Also included in this area is the CG Long Building Supply business and a dance studio with an associated house.

This Plan expands the boundaries of the Activity Center to encompass all of the land between Trail Avenue and River Road. This action recognizes the existing Low Density Residential designation of these properties is not likely to stand over time due to the higher

intensity designations surrounding this area on all sides. The Plan brings these properties into this planning process now so that future redevelopment of this area will be in keeping with what is planned for the surrounding area.

The southern portion of this area includes single family homes and several retail uses, including a convenience store, a used car dealer, and a produce stand at the Lockhaven Drive frontage.

All commercial properties in this area are zoned CR (Commercial Retail) except the building supply, dance studio, and used car dealer properties which are zoned CG (Commercial General). The residential properties are zoned UT (Urban Transition). The Comprehensive Plan designates the commercially zoned area for continued commercial use. The UT area is designated for low density residential.

Major issues revolve around the development of the large vacant property and the potential redevelopment of the commercially and residentially used properties.

The physical and visual relationship of the vacant property to the balance of the McNary Activity Center lands creates a concern about future development. An intense development of the property without significant setbacks, landscaping, and screening, could be damaging to the character of the overall area. This includes the residential subdivisions to the east.

There has been a great deal of community concern, as reflected in the Comprehensive Plan, about a potential extension of strip commercial activity north from Lockhaven Drive. The area of concern encompasses these properties. Any development should be of a nature to minimize any strip commercial character.

Traffic generated by a new development on the vacant property will impact River Road. The degree of impact will depend on the nature of the use. Most CR uses could be expected to have significant impact. This traffic will need to be managed in such a way as to adequately service the site while minimizing congestion and safety problems.

Redevelopment of the CG properties will create impacts on residential lands to the east across Trail Avenue. The "heavy" commercial nature of the CG zone means a broad variety of commercial uses could be located on these sites bringing aesthetic, character, and traffic impacts on surrounding residential areas.

### **Alternatives**

The current zoning could be maintained for the properties. At the same time the area could be removed from the activity center. This action would not address the concerns expressed above.

The properties could all be rezoned to the proposed mixed use zone. This will take advantage of the well defined boundaries of the area and allow the creation of a "node" of urban-density activity. This action will make CG Long Building Supply nonconforming.

Special development policies could be adopted for this area covering landscaping, access, setbacks, etc. These also could cover use and building design. These could be adopted as policies or incorporated into an overlay zone.

The CG area could be rezoned to CR in order to help minimize future impacts on surrounding residential areas. This will make CG Long Building Supply nonconforming.

The residential area can remain and redevelop in accordance with the Low Density Residential designation. However, continued single family development patterns of this area are not realistic in the long run since the properties are surrounding on all sides by more intense development. This Plan concludes, given the long-term likelihood this area will change to a higher-intensity use, it is best to rezone it now to the Mixed Use zone and guide its redevelopment along with the balance of the Activity Center.

The CR and CG zoned areas at the far northern and southern ends of the subject area could retain their zoning with the balance of the property being designated for Mixed Use.

### **Actions**

The entirety of the area is to be rezoned to the Mixed Use zone with the exception of the parcel north of Manzanita which will remain in the Commercial General zone, and the properties fronting Lockhaven which will retain their Commercial Retail and Commercial General zones.

### **Staats Lake Property**

#### **Residential Development - Issues**

The Comprehensive Plan calls for the development of the Staats property with medium and high density housing.

Medium and High Density housing is implemented through 3 zones: RL (Limited Density Residential), RM (Medium Density Residential), and RH (High Density Residential).

RH developments average at least 16 dwelling units per acre. RM developments have 8 to 16 dwelling units per acre. RL projects have 8 to 12 dwelling units per acre.

The size of this property, coupled with its unique relationship to the lake, make it a unique opportunity to provide housing at densities higher than typical single-family development. Encouraging a mixture of housing types and densities, supporting the commercial development at the east end of the lake, will create a unique, special new neighborhood for Keizer.

The Staff is currently preparing an amendment to the draft of the Comprehensive Plan periodic review order which may call for a minimum average density for new development city-wide of at least 6 dwelling units per acre. This will allow conventional single family development, but will also call for medium density development such as row houses and condominiums, as well as apartments.

Residents within McNary Estates have expressed concern about apartments developing adjacent to their single family and townhouse areas.

### **Residential Development - Alternatives**

One preliminary development proposal discussed during public hearings on this Plan would place apartments along the boundary with McNary Estates.

A minimum density standard could be adopted for the property. This standard could be achieved in whatever manner the property owner wishes. Based on the current Comprehensive Plan standards, this minimum density should be 6 dwelling units per acre. Policies could be developed that would guide the locations for different types of residential development.

The present owner of the Staats Lake property has expressed a desire to build more conventional single-family development than what the 6 dwelling unit standard may allow. As well, the planned character and vibrancy of the Mixed Use area relies on housing being incorporated with the commercial activity. Therefore, an alternative housing policy can be considered which allows a density transfer from the residential area to the mixed use area. This **gives** flexibility in the development styles for the residential area, while encouraging the desired mixture of land uses in the Mixed Use area.

### **Residential Development - Actions**

A minimum density standard of 6 dwelling units per acre is adopted for the property. This conforms with the intent of the Comprehensive Plan.

A policy is adopted limiting development for all housing abutting the northern property line of the Staats property east of McClure Street and west of the point where McNary Estates Drive turns to the northeast to single family or townhouse developments.

As specific development plans are considered, density can be transferred on a one for one basis from the residential area to the mixed-use area.

### **Commercial Development - Issues**

Commercial activity has generally been anticipated at the southeast corner of the property occupying an area of 10 to 15 acres. This provides the best visibility from both River Road and Lockhaven Drive.

The type of commercial development is important to the character of the Activity Center. The intent of the Comprehensive Plan is to assure development of a strip commercial nature not extend into this area. This means careful control of access, signage, landscaping, setbacks, etc.

The Staats Corporation's stated intention for the commercial area on this land is for a shopping "plaza" or "district" of a distinct character oriented to the lake. Examples may include River Place in Portland or Sunrise Village in Sun River. In these developments the character is oriented to pedestrian access, outdoor activities, minimal emphasis on

automobiles, extensive landscaping, and a consistent design theme. The uses are typically specialty stores and restaurants.

It is very desirable to integrate residential use into the commercial area. Apartments over commercial uses or in separate buildings will help meet housing targets, provide a highly desirable type of housing, provide a steady market for the commercial activities, and provide a degree of security on a 24 hour basis.

### **Commercial Development - Alternatives**

Use of the CR zone will provide for commercial development of the property.

Use of a new mixed-use zone that encourages a mix of commercial and residential uses, and that sets strict design guidelines, would provide for the commercial use while also directly working to meet the intent of the Comprehensive Plan.

### **Commercial Development - Actions**

The mixed-use zone will be applied to the commercial area.

## ***PARKS AND RECREATION***

### **Public Relationship to Staats Lake**

#### **Issues**

The public has a great stake in this lake. For many years it has been regarded as an asset with a certain expectation the public would ultimately have access to the lake.

There is a risk to the owners if the public has access to the lake for typical "park" activities such as swimming, etc. The liability could be unacceptable.

The lake does not lend itself to swimming type activities due to its history as a gravel pit. It has steep banks without any beaches, it drops off sharply, and it is very deep. Since the lake is not stream fed but rather is ground water, fluctuations in the aquifer will impact the surface level. The present owner of the property anticipates it will tend to drop in the future. Public access can take many forms including visual access, physical proximity, and boating.

The present owner of the property anticipates developing residences around approximately 75% of the lake frontage. The owner is concerned about the privacy and security of these homes.

Development of a public park along some portion of the lake frontage would create an unrestricted point of public access to enjoy the lake. It would also create the liability and suitability situations discussed above. In addition, the ownership of the lake, itself, would possibly have to be passed to the City.

Acquisition of the entire Staats property would provide the City the opportunity to develop an extensive water-oriented park. Lands not needed for park use could be resold for development. This option, however, would have three major financial impacts. First would be the cost of buying the property. Second would be the cost of developing, operating, and maintaining the park. Third, and possibly most importantly, loss of the development potential of this property will remove a major source of tax increment revenues that will be funding the River Road Urban Renewal District and its projects.

Unrestricted public access to the lake even if it remains in private ownership can lead to security and activity problems. The means of managing the public access would need to be determined and agreed upon.

### **Alternatives**

The first alternative is acquisition of the entire property for park use. Due to the financial impacts discussed above, this cannot be recommended.

The second is to acquire a lake-front park. This is not deemed to be feasible due to the questionable suitability of the lake for typical lake-front park uses. As well, the City may not want to bear the expense of developing, operating, maintaining, and insuring this type of park development.

The third alternative is to retain the lake and shore-lands in private ownership, but set standards for public access.

### **Actions**

It is the policy of this Plan that development of a "promenade" along the frontage of any commercial retail area is required. This promenade will overlook the lake and provide an attractive, inviting area for walking, standing, and sitting while enjoying the view and proximity to the lake.

### **Park Location**

#### **Issues**

The Comprehensive Plan indicates a future park site in the area north of Keizer School. However, it notes this is subject to future study.

The Comprehensive Plan sets a standard of 5-20 acres for a neighborhood park. It calls for neighborhood parks to be located adjacent to elementary school sites. Keizer School currently has approximately three acres in outdoor recreational space west of the school. According to the City Parks Superintendent, and based on local studies, there is a significant need to develop more park land in Keizer. The primary need is for neighborhood parks providing active recreational facilities and areas.

Residents of McNary Estates have been assessed \$100 per house to be used for park development in the area. The Staats property has the same obligation to pay this fee in cash or in land. The site north of Keizer School is ideal to meet the need for park development as it will have direct access from McNary Estates and the future Staats residential areas.

Any land taken for park development reduces the developable land on the property. However, the quality of the project will be greatly enhanced by open space development. The City is developing a comprehensive Parks Development Master Plan during fiscal year 1991-1992. This Plan, when adopted, may conclude there are better ways to meet the park need than constructing the park adjacent to Keizer School. If this should occur, this Activity Center Plan and its recommendations will be superseded.

The Claggett Creek corridor at the east end of the Staats Corporation property is not developable. It is a designated wetland and floodplain. It also is a valuable asset to the community. It provides a wildlife habitat and greenway and is a continuation of the greenway to the south. It needs to be preserved.

### **Alternatives**

Developing a water oriented park on the east end of the Staats Lake is an alternative. However, such a park will use valuable development land, and would create a potential management and liability problem due to the proximity and use of the lake. Also, without a direct street connection to McNary Estates Drive, such a park would be inconvenient to residents of McNary Estates.

Development of the Claggett Creek wetland In lieu of the west-end park is another alternative. This alternative is not acceptable, however, as the wetland cannot be developed into a normal neighborhood park.

Meeting the park need somewhere adjacent to Keizer school can be accomplished by using either the property north of the school, which is part of the Staats property, or using the land to the west of the school. The land to the north is preferable for several reasons. First, it has direct access to McClure, a designated collector street. Use of the other property would require users to go through the school property to access it. Second, it is better situated to share parking with the school. Third, it is closer to the school so there is greater convenience as well as better security. Fourth, it has only grass on it while the other property is a filbert orchard. Development of the western property would require the removal of the trees as they are not desirable for park use.

Using approximately two acres north of the school, in concert with the school grounds, will provide a neighborhood park of approximately five acres. This option provides for the minimum need of the area while minimizing impacts on the developable property. It can use the existing school parking and will complement the school facilities.

### **Action**

Two acres of park land adjacent to the northern boundary of Keizer School will be acquired as part of the development of the Staats Lake property. The City is developing a comprehensive Parks Development Master Plan during fiscal year 1991-1992. This Plan, when adopted, may conclude there are better ways to meet the park need than constructing the park adjacent to Keizer School. If this should occur, this Activity Center Plan and its recommendations will be superseded.

As the Claggett Creek corridor is not developable and is of little value to the development, it is desirable to be developed and preserved as a wetland and wildlife habitat.

## **CIRCULATION AND ACCESS**

### **Staats Lake**

#### **Relationship between McNary Area and Staats Property - Issues**

The Comprehensive Plan states the following objective for the McNary Activity Center: "Integrate the McNary Golf Course, lake, public open spaces, civic center, and Claggett Creek corridor for public access and enjoyment."

Planning for the Staats Lake area has included a public debate over the need to provide a street tie between it and McNary Estates from the eastern end of each property. Public sentiment has generally been against this link.

There are very few options for providing a street link between the eastern ends of each property due to the topography.

A link between the properties will be created by the McClure Street extension. The City has no legal means to require McNary Estates to allow the connection to McNary Estates Drive as it is a private street.

#### **Relationship between McNary Area and Staats Property - Alternatives**

The Activity Center Plan can reflect the Comprehensive Plan and require a street connection. In this case, the City will need to negotiate with McNary Estates for a right of access to McNary Estates Drive.

The Plan could show no access at the east end of the properties, relying on McClure to provide the desired tie between the neighborhoods.

#### **Relationship between McNary Area and Staats Property - Action**

The eastern link between the properties will not be required.

### **Internal Circulation within Staats Property**

#### **Issues**

Preliminary proposals for the Staats Lake area do not have a vehicle circulation system throughout the entire project. Generally, the proposed project is broken into three areas each with their own circulation network.

In order to develop the property in a fully integrated manner, as a true and healthy neighborhood, internal access is necessary from one end of the property to the other. Since this is a development that should invite non-motorized travel, accessways for bicycles and pedestrians as well as automobiles will provide the links that lead to integration of the neighborhood.

The width of buildable land between the property borders and the lake restricts the capability to develop a continuous internal public street with normal right-of-way widths and building setbacks. However, as the property will be developed as a planned development, a narrow private street, without right-of-way, can be successfully integrated. Without an internal circulation system, residents of the western portion of the project will be forced to use automobiles and leave the development using McClure and Lockhaven to re-enter the commercial portion of the development. This movement pattern will be damaging to the viability of the area for three reasons:

First, there is a great deal of congestion and inconvenience that can be expected from this pattern. Forcing residents to make turns onto Lockhaven and River Road, both of which are heavily traveled, will discourage the neighborhood integration of the area, will endanger the residents, and will contribute to the congestion on the arterials.

Second, this pattern will also discourage residents of the project from patronizing the businesses. Since these businesses are not expected to be heavily auto-oriented, they will rely heavily on the neighborhood residents as their customers. The viability of this commercial center will partially depend on the ease of accessibility from within the neighborhood.

Third, the development of the Staats Lake area will be a neighborhood of mixed housing styles. The vitality and vibrancy of this new neighborhood is dependent on the inter-relationships of its members, regardless of housing style, or income level. Pedestrian, bicycle, and automobile movement throughout the area will enhance its success as a neighborhood.

### **Alternatives**

An internal circulation system can be required meeting a standard of being able to access any portion of the development without leaving the development.

No provision can be set requiring a continuous internal street.

### **Action**

A design standard is set requiring the capability to travel by automobile, bicycle, or on foot, from any part of the new neighborhood to another without using Lockhaven Drive or River Road.

## **Access to Arterial and Collector System**

### **Issues**

Preliminary development proposals for the Staats Lake area show 1 external point of access to McClure Street, 3 to Lockhaven Drive, and 1 to River Road. Questions have risen about the desirability and necessity to have 3 accesses to Lockhaven. Also, questions have risen about the desirability and necessity to have an access to River Road.

The 3 accesses to Lockhaven each serve a different type of land use. They are approximately 800 feet apart with the most eastern located approximately 500 feet from the intersection with River Road.

The only standard for intersection spacing in the urban area is to be found in the Salem Transportation Plan which requires intersections with an arterial to be at least 400 feet apart.

The River Road driveway is proposed approximately 800 feet north of the Lockhaven Drive Intersection. This access will replace the existing River Road driveway which is approximately 300 feet from the intersection.

Reducing the number of driveways will increase the amount of traffic on those remaining. Given the significant amount of traffic generated by this project, dispersing the traffic at appropriate intervals is probably preferable to concentrating the traffic at a few points.

### **Alternatives**

The property owners preliminary proposal for driveways can be accepted. The number of driveways on Lockhaven can be limited to 2.

The Activity Center Plan can prohibit direct access to River Road.

### **Action**

Driveways will be limited so that they are no closer than 400 feet on an arterial and 200 feet on a collector. They must line up with existing streets or driveways on the opposite side of the street, or meet these separation standards.

## **Impacts on Surrounding Streets**

### **Issues**

Development of the Staats Lake area will result in substantial traffic generation. It can be reasonably expected that the residential areas will result in 6 to 8 vehicle trips per day per unit. This yields a traffic generation of 3,300 to 4,400 trips per day. This does not include traffic generated by the commercial areas.

This increase will impact Lockhaven Drive and River Road, possibly leading to a need for traffic control and/or street improvements.

Increases in traffic will occur incrementally as the project is phased in over several years.

### **Alternatives**

The City can anticipate and plan for meeting these needs, putting appropriate projects in the Capital Improvements Program.

The city can require the developer to fund a traffic impact analysis identifying impacts and determining mitigation measures. The developer can be help responsible for implementing these measures.

### **Actions**

A traffic impact analysis should be required. However, it should be as required by an ordinance requiring such studies of all major development throughout the City.

## **Land between River Road and Trail Avenue**

### **Issues**

As this area develops, access points to River Road and development of traffic control measures will be major considerations.

### **Alternatives**

The existing code provisions can be retained and utilized. Policies can be set for access control.

A traffic impact analysis and mitigating measures, as discussed above, can be required for major developments in this area.

### **Actions**

A policy is established requiring access points to River Road to be spaced at intervals of at least 400 feet with no more than one per property. Access points will be minimized by requiring combined access where possible. They must line up with existing streets or driveways on the opposite side of the street, or meet these separation standards. Safe sight-distance must be assured for each driveway.

A traffic impact analysis should be required. However, it should be as required by an ordinance requiring such studies of all major development throughout the City.

## **ENVIRONMENTAL**

### **Issues**

The future of the migratory geese population has been raised as a major concern of people in the surrounding area. There is a fear that with development of the property the geese will no longer find it an attractive habitat.

### **Alternatives**

It possibly could be assumed development of the property will not discourage geese use of the lake. In fact the use may increase due to an increased supply of food from good-hearted residents. This action also recognizes that this land is within the urban growth boundary and is intended to be developed as efficiently as possible. Wildlife preservation issues, absent any legal requirement, are generally not issues within urban areas concerning development on private property.

Specific management and development standards could be included in the plan addressing the preservation of habitat and appropriate development patterns that will minimize disruption to the geese.

The Plan can require the preparation of a management plan by a qualified scientist to be funded by the developer at the time of development. This plan would make recommendations on preservation of habitat and minimizing impacts.

### **Action**

No requirements will be established.

