



# City of Keizer 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 2033. 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. (2013)

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 seven sections:

1. Significant Natural and Cultural Features
2. Urban Growth and Growth Management
3. Land Use and Economic Development
4. Plan Diagram and Special Land-Use Policies
5. Public Facilities to Support Development
6. Procedures for Plan Administration and Review
7. Agricultural Lands (2013)

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

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

As of July 1, 2012, Keizer had a population of 36,735. The city provides sanitary sewers, water, stormwater facilities, parks, streets, police and general government. The Keizer Rural Fire Protection District and Marion County Fire District No. 1 provide fire protection, and the Salem-Keizer School District 24J provides public education. (2013)

### **B. EXISTING CONDITIONS**

#### **1. POPULATION (2012)**

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

The regional HNA used the mid-range of Marion County's coordinated population projections as a basis for its analysis. The county's projection was developed using PSU methodology and calculated that number to allow a slight allowance for the constrained nature of Keizer's portion of the UGB. Marion County assigned a regional population projection to Salem and Keizer jointly. This was a 2030 projected population of 299,980 for the two cities. The study included a low, medium, and high population growth range with a mid-range forecast of 49,486 for Keizer, 204,320 for Salem and the remainder for the area inside the UGB and outside of either Salem or Keizer in both Marion and Polk counties. (2013)

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

be slight differences between the regional and the Keizer HNA. However, this number is the best professional estimate of the growth of Keizer. (2012)

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

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

\* Incorporation of city (2012)

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

- Keizer added more than 14,000 people, a 66% increase in population, at an average annual rate of 2.7% over the 1990 to 2009 period.
- Keizer grew at a faster rate than the Salem Metropolitan Service Area (SMSA) (1.8% per year) or Oregon (1.6% per year) over the 1990 to 2009 period mostly due to the large growth rates in the period of 1990 to early 2000's. (2013)

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

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

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

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

**2. EMPLOYMENT** (2012)

Three trends dominate employment growth in the Salem/Keizer region. First, government continues to provide nearly one-third of the employment for the SMSA despite minor decreases since 1980 and strong long-term growth in other sectors.

Second, there is an increasing proportion of employment in the services and in retail trade. Most of these gains have been during the last ten years as Salem's importance as a regional retail and distribution center grew. Third, agricultural and manufacturing (e.g., lumber, wood products, and food processing) have a decreasing share of the employment in the local economy. This decrease is a result of growth in other manufacturing industries from increasing mechanization and decreasing employment in extractive industries (e.g., machinery, printing, other durable goods). (2013)

Despite the recessionary halt in population and employment growth since 2008, the long-run trends are strong. Population and employment growth have been faster in the northwest, Oregon, and the region than in the nation as a whole. (2013)

Oregon and the Salem-Keizer region have both had steady, long-term growth in population and employment over the last 25 years. Notwithstanding the more noticeable short-term gains and losses, the long-term forces generating this growth will continue to act locally and regionally. Keizer's economy must be understood in the context of these regional trends. Employment in Keizer was noted to be 6,820 in 2012 according to the EOA. (2013)

### 3. HOUSING

In 2013, single family dwellings, attached and detached, accounted for over 10,200 units, or 70% of all housing stock. Duplexes accounted for 324 units (2%); there were 544 mobile homes that accounted for slightly less than 4% of housing types; and the 3,400 multi-family units made up 24% of the housing inventory. Since the last comprehensive update in the late 1980s the number of housing units has almost doubled across all categories. Approximately 60% of all housing units were owner-occupied. When only single family units are considered, then approximately 87% were owner-occupied with the remaining single family units used as rentals. (2013)

**GENERAL DEMOGRAPHIC PROFILE  
KEIZER, OREGON**

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

SOURCE: Claritas, Census, and Johnson Reid

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

<sup>2</sup> 2013 Households = 2013 population/2013 HH Size

<sup>3</sup> Ratio of 2013 Families to total HH is kept constant from 2010.

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

<sup>5</sup> Ratio of 2012 Group Quarters Population to Total Population is kept constant from 2010.

(2013)

4. LAND USE

Keizer contains approximately 4,400 acres inside the city limits. Lands designated for residential uses comprise the largest use category with approximately 70% of the land area, followed by commercial use (18%), public (7%) and industrial lands (5%). (2013)

5. BUILDABLE LANDS

A buildable lands inventory for both the employment and residential land needs was updated in the BLI that was developed by the Mid-Willamette Valley Council of Governments as part of the Regional Economic Opportunities Analysis and the Regional Housing Needs Analysis. The BLI has found the following supply of Buildable Lands: (2013)

Figure 1. SUMMARY OF EXISTING EMPLOYMENT BUILDABLE LANDS INVENTORY

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

(2013)

6. NATURAL RESOURCES AND WILLAMETTE GREENWAY

There are natural resources in the Keizer urban area that require protection or conservation. There are cultural and historic sites located within Keizer. The Willamette Greenway boundary includes a narrow, steeply sloped band along the Willamette River, and almost all property adjacent to the boundary has been developed for single-family uses. There are vegetated riparian corridors along perennial and intermittent waterways in Keizer that warrant protection including open space along Claggett Creek. The City contains jurisdictional wetlands that provide valuable resources to the community. (2014)

7. PUBLIC FACILITIES, SERVICES AND TRANSPORTATION

Water, sanitary sewer, stormwater facilities, streets, parks and police services are provided by the City of Keizer. The Keizer Rural Fire District and the Marion County Fire District #1 provide fire protection within each respective district. K-12 education is provided by the Salem-Keizer School District. The following points describe the conditions for these essential services: (2013)

- a. Groundwater is the city's primary water supply. Protection of the quality and quantity of the groundwater aquifer is a high priority. (2013)

- b. Adequate water supply is provided to the urbanized portions of the city. Water service is available to serve undeveloped areas within the city limits. (2013)
- c. Adequate sanitary sewer service is provided to the urbanized portions of the city. Sewer service is available to all major undeveloped areas, and a master plan for sanitary sewers has been prepared. (2013)
- d. Sanitary sewer treatment is provided by the City of Salem under a service agreement with the City of Keizer, (2013)
- e. Stormwater facilities include the municipal separate storm sewer system (MS4) and underground injection control (UIC) devices; more commonly known as drywells. Not all portions of the City are served by stormwater facilities, and some existing portions of the system are undersized. (2014)
- f. The City is responsible for a dike constructed along the east bank of the Willamette River in southwest Keizer. The dike was a joint city/Army Corps of Engineer's project designed to reduce the threat of flooding along the Willamette River. (2013)
- g. Lands needed for park lands both developed and undeveloped are considered to be slightly less than national standards and will require 42 additional acres to meet future needs (2013)
- h. Transportation facilities and public transportation services (such as Salem Area Mass Transit District) in Keizer as identified in the city's Transportation System Plan are considered to be adequate to handle existing travel demands. The city is working with the state on the development of an Interchange Management Area Plan that addresses the need for future improvements to the I-5 interchange that will be needed to accommodate future growth. (2013)

**C. EXPECTED FUTURE GROWTH**

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

The Keizer Comprehensive Plan specifies the goals and policies unique to the situation and opportunities in Keizer. While Keizer is located within the Salem-Keizer metropolitan area and shares a common urban growth boundary with Salem, this Comprehensive Plan establishes goals and policies which are specific to Keizer. The regional housing supply has direct bearing on the availability of land for residential land supply within the city and will be a factor in meeting the needs of the City of Keizer. The city must address the needed mix of housing types to achieve its vision of a diverse and vibrant community. The economic aspirations of the city will be implemented to specifically address the employment imbalance existing in the City of Keizer. (2013)

Keizer shares its UGB with Salem through a voluntary joint agreement. The Regional Comprehensive Plan Coordination Association includes Keizer, Salem, Turner, Marion and Polk Counties and established the Salem Keizer Area Planning Advisory Committee (SKAPAC). The SKAPAC included goals and process designed to guide the jurisdictions in developing a coordinated regional response to legislative land use decisions while not impinging on the local legislative authority. The Keizer comprehensive plan recognizes the value of such an approach and believes that the involved jurisdictions must continually evaluate and update this agreement to adequately meet the changing nature of growth and development of the region. (2013)

A regional EOA involving the joint participation of Keizer, Salem, and Turner was developed in 2011. This regional planning analysis was done consistent with Statewide planning Goal 9 and was the foundation of this local EOA. (2013)

This regional Economic Opportunities Analysis (EOA) for the Salem-Keizer metropolitan area describes the EOA as “an analysis of the community's economic patterns, potentialities, strengths, and deficiencies as they relate to state and national trends” and states that “a principal determinant in planning for major industrial and commercial developments should be the comparative advantage of the region within which the developments would be located.” The data and analysis presented are intended to serve as the foundation for the preparation of local EOAs for the cities of Keizer, Salem and Turner. The report includes regional assessments of land supply and economic opportunities, but does not include local determination of whether individual cities have enough land in the urban growth boundary (UGB) to accommodate identified economic opportunities over the required 20-year planning horizon. (2013)

The key regional issues identified in the EOA are:

- **Keizer has a population/employment imbalance.** In 2008, this imbalance was measured as one job in the City for every 7 residents. In 2012, that number was at one job for every 5.4 residents. Though there have been significant gains recently, this imbalance is still much higher than the state average (2.2 jobs per resident), or the City of Salem (1.7 jobs per resident). Keizer wants to improve the ratio of population to employment, which will require faster employment growth relative to population. The City does not have sufficient land to accommodate this level of employment growth. Keizer will need additional acres of high-value employment land to achieve its vision. (2013)
- **A regional imbalance of opportunity sites exists.** The region has a significant inventory of high-value land; all of which is located in Salem, mostly in Mill Creek. If the regional supply continues to be located exclusively in Salem, the existing imbalance of population and employment in Keizer will be perpetuated. (2013)
- **One location to address the regional imbalance and create a long-term supply of sites is north of the Chemawa/I-5 interchange.** However, preliminary analysis of infrastructure suggests that significant resources will be required for improvements to the interchange before substantial new development can occur. Developing infrastructure improvements for opportunity sites will require regional coordination and cooperation to plan for, and fund infrastructure upgrades in areas for high value employment. (2013)

- **Increasing the regional supply of high value employment land in the metropolitan area will require development of major off-site infrastructure (e.g., transportation and wastewater facilities).** The cost of servicing high value employment sites suggests making the land “project-ready” for development and may require public subsidy of infrastructure. A key policy issue for the participating jurisdictions to address is whether public subsidy to create new opportunity sites is a good investment. (2013)
- **The regional supply of land creates issues related to timing and coordination of planning activities.** Because Keizer has a limited supply of employment sites, it has an urgency to address land deficiencies in the short-term. (2013)
- **The EOA identified a deficit of general commercial land that must be addressed through local planning processes.** Options for addressing the general commercial land deficit include accommodating general commercial demand within the existing UGB and include tools such as redesignation of industrial or other lands, redevelopment of sites with existing but low-density commercial development, mixed-use development, or infill of underused commercial sites. State law requires that jurisdictions consider these options prior to considering an expansion of the UGB to meet these land deficiencies. (2013)

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

- Jobs that pay, on average, 70% of the national wage.
- An unemployment rate that is two percentage points above the national average.
- A manufacturing base that accounts for 7% of regional employment, compared with a statewide average of 11%.
- Commuting patterns that import one-third of the regions workers and exports 20% of area residents to other cities.
- Small cities that serve as bedroom communities; Keizer has seven persons for every job and Turner has about five persons per job.
- A smaller share of residents in the region with a Bachelor’s degree or higher (21%) compared to the State average (28%).
- Availability of more than 500 acres of serviced high-quality industrial land.
- A tighter supply of higher-quality commercial land. (2013)

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

- Coordinate regional economic development.
- Provide land to allow expansion of existing businesses and to attract new businesses to the region.
- Provide infrastructure to support business development.
- Provide opportunities for employment growth for a variety of employers throughout the region. (2013)

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

- General employment land – the most flexible employment land category. It includes land that is zoned for a variety of employment uses such as industrial, commercial and institutional. The inventory includes a variety of site sizes and locations.
- High value or unique attribute employment land – land with special characteristics that make it highly desirable as an employment development site or unique and difficult to replicate attributes that are important to particular users. (2013)

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

- The three areas (Keizer, Salem and Turner) have a supply of nearly 660 acres of general industrial land and a need for about 300 gross acres of general industrial land. Thus, the region has a surplus of about 360 acres of general industrial land. (2013)
- The three areas have a supply of about 320 acres of general commercial land and a need about 920 gross acres of general commercial land (office and retail). Thus, the region has a deficit of about 600 acres of general commercial land. (2013)
- The Salem-Keizer metropolitan area has a sufficient supply of general industrial land to meet general industrial employment growth over the 20-year period. (2013)
- The metropolitan area lacks general commercial land to meet expected commercial and retail growth, which is related to projected population growth. (2013)

The need for employment lands derives from the regional and local economic development objectives. Those objectives build from a broader vision that can be generally summarized as “create more stable, high-paying jobs.” The regional EOA summarized Keizer’s objectives as follows: (2013)

- Keizer aspires to provide more opportunities for a range of good paying jobs for people living in Keizer, which would result in faster growth in employment than in population growth. Keizer’s vision for providing new employment opportunities is to capture professional services and associated uses in a “campus” setting, primarily but not exclusively related to medical office, research and education. These services may include a hospital and/or educational facilities, which are expected to provide Keizer with growth opportunities that fit the City’s locational advantages. (2013)

The regional EOA concluded that:

- Keizer does not have enough high value employment land to meet the City’s economic development objectives over the planning period. Keizer wants to

balance the ratio of population to employment, which will require growth of businesses in Keizer. To achieve that vision, the city will need to add between 9,000 and 11,500 new jobs during the 2013-2033 planning period. If about 6,000 and 8,500 of the new employees locate on high value land, Keizer would need about 200 acres of high value employment land. (2013)

#### **D. CONCEPTS FOR DIRECTING GROWTH**

New development in Keizer will be of two forms: infill development within existing neighborhoods and commercial areas, and new development in vacant areas that will require the extension of major public facilities onto lands that are currently outside of the urban growth boundary. This will require further consideration to amend the UGB consistent with all state requirements. The concepts directing growth in these two areas differ substantially. (2013)

The results of citizens' comments obtained through public outreach regarding how Keizer should look and grow during the next 20 years have identified these guidelines for detailed planning analysis and policy development in a manner that is consistent with statewide land use planning requirements. (2013)

1. Policies which encourage stabilization, infill, and improvement should be emphasized for existing residential neighborhoods and commercial areas in Keizer. (2013)
2. Adequate lands should be made available for future industrial and commercial development that seek to realize the identified economic vision and goals, and that will allow for a mix of housing types. Keizer should place a high priority on providing public facilities to newly developing areas and on encouraging affordable housing. (2013)
3. The area around the Willow Lake Sewage Treatment Plant is designated a special policy area, and policies have been developed to address the unique characteristics of that area. These policies establish a special policy area in which uses that will be affected by noise and odor originating from the treatment plant are limited. (2013)
4. Open space areas along Claggett Creek, Labish Ditch, intermittent drainages, and the Willamette River should be preserved. (2014)
5. 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. (2013)

These guidelines form the foundation of the plan's goals, policies, and land-use designation described in Chapter III. (2013)

### **III. FINDINGS AND POLICIES**

In this chapter, there are findings supporting each plan element listed, along with goals and policies outlining the city's intentions in managing its natural and man-made resources. 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. (2013)

This chapter contains seven 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. (2013)

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 Procedures for Plan Administration and Review section, describes Keizer's policies for continued citizen involvement, coordination with other levels of government, and plan revision and implementation. (2013)

The last section, Agricultural Lands, sets forth findings and policies for lands in the Exclusive Farm Use (EFU) and Special Agriculture (SA) zones. (2013)

#### **A. SIGNIFICANT NATURAL AND CULTURAL FEATURES**

##### **1. FINDINGS**

###### **a. Agricultural Lands**

- 1) Within the city limits there are three areas that have an agricultural designation. One is a area in the northwest corner of the city adjacent to the Willow Lake Treatment Plant where several properties are designated Agricultural Industrial (AI); one 10 acre parcel that is zoned Exclusive Farm Use (EFU), although this is not considered to be an EFU qualifying zone as defined in ORS; and, approximately 27 acres near the Keizer Rapids Park is designated Special Agriculture (SA) which is a EFU qualifying zone. Each of these zones allows for farm uses and other uses consistent with each respective zone. The remainder of the City is within the urban growth boundary, and are thus committed to future urban uses. (2013)

b. Forest Lands

- 1) There are no significant forest lands within the City of Keizer. The city's EFU (Exclusive Farm Use), SA (Special Agriculture), UT (Urban Transition), and AI (Agricultural Industrial) zones all allow for commercial forest production, although none of these zones have any commercial forest production sites. The city recognizes the important role its urban forest plays in the urban environment. (2013)

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 River, Claggett Creek, Labish Ditch, intermittent drainage corridors, McNary Golf Course, flood plains at the northwestern edge of the city and school grounds. The recent addition of the Keizer Rapids Park has provided additional access to the Willamette River and opportunities for open space along the river. The regional park serves a vital function to the recreational and health needs of the city and region. (2014)
- b) Fish and Wildlife - Approximately 9,000 linear feet of Willamette River corridor, Claggett Creek, Labish Ditch, and the flood plain areas. (2014)
- c) Vegetation - Willamette River, Labish Ditch and Claggett Creek riparian corridors, and jurisdictional wetlands. (2014)
- d) Groundwater Resources - The Troutdale formation and the recent alluvium of the Willamette River floodplain. All groundwater is a potential drinking water source and a resource to recharge and cool surface water. (2014)
- e) Aggregate Resources - There are two existing aggregate sites near Chemawa Road and the Willamette River outside the City and the UGB. No future sites exist within the city limits.

- 2) There are two perennial waterways that run through Keizer. (2014)

- a) Labish Ditch was constructed to drain Lake Labish. The construction of the ditch, which occurred in the early 1900s was the result of an Oregon Legislative action that allowed drainage of some waterbodies for the purpose of expanding agricultural land. The portion of the waterway within the County continues

to be maintained as a ditch while the portion that lies within, or adjacent to the City functions as a natural waterway. There are 5500 linear feet of waterway within the City of Keizer and an additional 5000 feet of waterway that includes Keizer on one side and Marion County on the other. The following findings are found regarding the Labish Ditch Waterway: (2014)

- (1) Because there is no fish barrier at the confluence of Claggett Creek and Labish Ditch within the City, Labish provides habitat for those native aquatic species found in Claggett Creek. (2014)
- (2) Labish Ditch is considered a tributary of Claggett Creek and is therefore subject to in-water work periods. The primary value of the trees and vegetation within the riparian corridor is related to water quality and habitat issues. (2014)
- (3) Development along Labish Ditch can take place only with preservation of the riparian corridor and elevated bank stabilization measures. (2014)
- (4) ODFW has determined that the portion of Labish Ditch within or adjacent to the City of Keizer is subject to the same requirements as Claggett Creek. (2014)
- (5) Although portions of Labish Ditch were artificially constructed, the section of waterway that abuts, or transects the City, functions as a natural drainage. The waterway may be utilized by native resident fish such as cut throat trout, sculpin, speckled dace, and shiners. (2014)

Historic management of the Ditch has resulted in eroded banks, some undercutting, and high velocity flows in wet weather. Restoration, retention of vegetation, and effective stabilization should be emphasized on Labish Ditch. (2014)

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

- (1) The portion of Claggett Creek within Keizer includes nearly 16,000 linear feet and lies within the 100-year floodplain and portions of it lie within the 500-year floodplain as well. (2014)
- (2) The Claggett Creek corridor is currently protected by a flood plain overlay zone.

- (3) ODFW states that Claggett Creek may be utilized by native resident fish such as cut throat trout, sculpin, speckled dace, and shiners. (2014)
  - (4) 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.
  - (5) The variety of topography in the Claggett Creek corridor offers opens spaces for organized recreation (between Dearborn and Chemawa); limited access wetland 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). (2014)
- 3) 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 two feet above base flood level, 3) zoning ordinance provides a 25 foot building setback from the mean high water mark of streams; and 4) no development is permitted within a floodway without an engineer's study showing that the development will result in no net rise of the waterway. (2013)
  - 4) A letter of map amendment was issued by FEMA in October 2002 that removed a significant portion of west Keizer from the 100 year floodplain. This was a result of the construction of the dike along the Willamette River. (2013)
  - 5) 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.
  - 6) The Cultural and Historic Resources survey conducted for the Salem Area Comprehensive Plan listed no resources within the City of Keizer. (2013)
  - 7) The State Historic Preservation Office in 2013 indicated that 29 buildings in Keizer have been inventoried to determine whether they have any cultural or historic significance. Of this inventory, 2 properties were public, 4 were commercial and the remaining 23 sites were residential properties. This inventory further indicated that 18 properties were not eligible or non-contributing with regard to historic designation; 8 properties were determined to be eligible contributing (2 were in public use, 5 were in residential use, and 1 in a commercial

type activity); and 3 were designated as eligible significant (all residential). The Fort Wallace site and the Keizer School were both found to be eligible contributing owing to their historical contributions to the community's history. (2013)

- 8) The Salem/Keizer Local Wetland Inventory (LWI) was completed in 1998. Field tests were conducted for the inventory along Claggett Creek, which resulted in the verification that there are wetland soils adjacent to this waterway. Aerial photography was utilized to assess other areas of the City without field testing. This process revealed isolated pockets of wetland soils in portions of what is now Keizer Rapids Park, areas near Staats Lake and some of the other drainage areas in the community. No field testing was conducted along Labish Ditch or for the majority of the wetlands identified at Keizer Rapids Park. The inventory is intended to be used as a tool to determine whether additional information needs to be submitted by applicants seeking to develop property. All properties not identified in the inventory may in fact be determined to have wetlands and any development of the site will need to be in accordance with all applicable local, state, and federal laws. (2014)

d. Environmental Quality

- 1) In the 1970s, the Salem-Keizer area was tested for compliance with the newly established carbon monoxide (CO) and ozone standards. At that time, CO and ozone concentrations were above the standards, and the area was officially designated by EPA as non-attainment. In 2004, EPA formally designated the entire state of Oregon in attainment for ozone. The Oregon Environmental Quality Commission (EQC) adopted an Ozone Maintenance Plan for Portland and Salem on February 22, 2007. (2013)

In the SKATS region, the carbon monoxide (CO) standard has not been violated for 20 years, and CO concentrations are now approximately half of the NAAQS for CO. Consequently in June 2007, the Oregon EQC re-designated SKATS as a CO Maintenance Area. The EQC also adopted a Limited CO Maintenance Plan for the SKATS region in June 2007. This plan was approved by the federal Environmental Protection Agency (EPA) and became effective on March 2, 2009 [73 Federal Register 79655, Dec 30, 2008]. (2013)

- 2) According to DEQ, the major water quality problems in the Salem/Keizer urban area are associated with urbanization. Pollutants of particular concern include bacteria, mercury (associated with sedimentation and erosion), temperature, and dissolved oxygen. Heavy metals, associated with transportation, and pesticides are growing areas of concern in regard to water quality. (2014)
- 3) Because the city obtains all of its water supply from underground sources, the city is concerned about maintaining the water quality of this resource and seeks to avoid expensive alternatives or future remediation measures. The city closely monitors water quality from its

well sources consistent with state and federal testing requirements. The city coordinates closely with DEQ on the states leaking underground storage tank program which has identified 183 tanks that have been replaced within the city limits as well as groundwater contamination sites in the city that DEQ staff investigate. (2013) In preparation for obtaining a Water Pollution Control Facilities (WPCF) permit to legally operate publically owned UICs, the City commissioned a two-year groundwater protectiveness study to determine the effects of underground-injected stormwater runoff from city-owned properties and rights-of-way. Using Keizer-specific data, an extensive modeling effort was completed in the fall of 2013. The findings concluded that *normal* stormwater inputs have no detrimental effect on groundwater beneficial uses. *However, the findings also stated that in order to maintain protectiveness, all newly installed stormwater injection devices must be placed at least 120 feet from existing water wells and injection points must have at least 3 feet of vertical separation from seasonal high groundwater.* (Kohlbecker, M., "Groundwater Protectiveness Demonstrations and Risk Prioritization for Underground Injection Control (UIC) Devices, City of Keizer, Oregon", GSI Water Solutions Inc., Portland, OR, Nov. 2013) (2014)

- 4) A DEQ and Marion County Health Department survey in 1984 identified a concern relating to a significant number of failing septic systems in the northern portion of the city. Since then sanitary sewers have since been installed in this area and the problems associated with failing septic systems have been corrected. The installation of sanitary sewer lines, along with waterlines, have allowed for numerous properties to be developed and to connect to full city services. There are no known wide spread problems that would require extensive extension of city services. There is a very small percentage (1-2%) of homes within the city that still use private septic systems. As these systems fail and require upgrading, it is the city's policy that properties that are within 300 feet of sanitary sewer lines then connect to that line. Over time, the number of private septic systems within the city is decreasing and the likelihood of groundwater contamination from these sources is also decreasing. (2013)
- 5) Noise measurements and forecasting undertaken for the March 1982 Conformance Report led to the conclusion that the principal noise generator in the Salem area is the automobile. Several studies have been conducted in the Keizer area since 1982 in association with road widening. Specifically, measurements were made along North River Road and the Salem Parkway. Some specific locations along major arterials were found to be above state guidelines, but overall there is a minimal noise problem. No noise problems were identified on smaller streets.
- 6) In the late 1980s and early 1990s, the issue of odors from the Willow Lake Treatment Plant resulted in an agreement between the City of Salem (operator of the treatment facility) and Keizer for the creation of a special Noise/Odor Impact Overlay zone to be added to the development code. This both limits certain type of development near

the treatment facility and also requires an easement/waiver as a result of allowed developments. There have also been technological improvements and operation changes in the subsequent years that have lowered the levels of odors being emitted from the operation of the treatment plant. (2013)

- 7) In recent years, concerns over garbage waste and land fill capacity has resulted in greater opportunities for waste reduction. Keizer residents are given the opportunity to reduce their household waste volumes through recycling and composting collection containers by the two garbage haulers in the city. While the city does not have a waste management plan, Marion County has taken the lead on the establishment of this plan and envisions a 51.5% waste reduction rate through the planning period to be an achievable rate. (2013)
- 8) The city has developed stormwater requirements aimed to reduce the amount of runoff from sites being developed that are consistent with state and federal regulations. These requirements seek to treat stormwater on-site as a means to reduce the stormwater outflow to waterways. (2014)
- 9) DEQ has determined that the City is a designated management agency for the Willamette Basin Total Maximum Daily Load (TMDL) for its stormwater discharges to the Willamette River from Labish Ditch, Claggett Creek, and nonpoint sources. The City of Keizer TMDL Implementation Plan was approved by DEQ in April 2008. The Plan was revised and approved in 2012. The pollutants of concern to the receiving waters, the Willamette River, are bacteria, temperature, and mercury. Additional pollutants will be added based on monitoring in subsequent years. Heavy metals and pesticides are likely to be included in the relatively near future. (2014)
- 10) The City of Keizer is a National Pollutant Discharge Elimination System (NPDES) permit holder. The federal Clean Water Act designates that stormwater be regulated as a point source. The City of Keizer is identified as a Phase II jurisdiction because of its location within the Salem/Keizer urban area. In Oregon, DEQ is the authorized agent for the Environmental Protection Agency (EPA) who administers the stormwater regulations in the Clean Water Act. Keizer was issued NPDES permit #102904 in March 2007. The NPDES permit, and implementation of the Stormwater Management Plan referenced in the permit, allow the City to discharge stormwater directly to local waterways. Failure to implement the Management Plan or remain in compliance with the permit can result in fines and/or third party lawsuits. (2014)
- 11) The United States Congress enacted Underground Injection Control (UIC) rules in 1974 under the federal Safe Drinking Water Act. The EPA administers these rules under Title 40 of the Code of Federal Regulations (CFR) parts 144-148. In Oregon, the EPA has delegated the regulation of UICs to DEQ. OAR 340—044 regulated all

groundwater as a potential source of drinking water and require municipalities with more than 50 UICs to operate under a Water Pollution Control Facilities (WPCF) permit. The City was issued WPCF permit #103068 in October 2013. The WPCF permit requires development of a UIC Management Plan, a systemwide assessment, and a monitoring plan. Those documents were approved by DEQ in August 2013 and are referenced as approved in the permit. Keizer's UIC Management Plan includes a robust list of Best Management Practices (BMPs) designed to minimize impact to groundwater from stormwater runoff, illicit discharges or other inputs to UIC facilities. Compliance with the WPCF permit provisions constitutes compliance with current state and federal regulations regarding municipal stormwater UICs, including the applicable portions of the Safe Drinking Water Act. (2014)

e. Natural Hazards

- 1) Based upon a detailed inventory of hazards by the Oregon Department of Geology and Mineral Industries there are two major types of natural hazards that were estimated to affect Keizer. These were the result of flooding associated with the Willamette River and/or flooding of the river and impacts on feeder streams such as Claggett Creek, and impacts associated with an earthquake. While there is no known fault line under the city, it is estimated that damage would occur from shaking of soft soils. While the city is generally quite flat there is one area of steep slopes in the northwest quadrant, however no specific hazards associated with landslides was noted on the inventory. This is not to say that any potential development on steep hillside might not be at risk and may require special engineering studies and unique construction methods. (2014)
- 2) A dike/riverwall was constructed along the Willamette River in 1965 to protect the area along the river from flooding. Responsibility for maintenance and enforcement of dike standards lies with the City in conjunction with the Army Corps of Engineers which certified the design and construction of the dike / riverwall. (2013)
- 3) In consideration of the construction of the dike / riverwall, FEMA issued a Letter of Map Adjustment which recognized the effect of the lowering of the impact of flooding in the western portion of Keizer. This removed hundreds of properties from the 100 year floodplain. The main areas within the city that are within the 100 year floodplain are low lying areas adjacent to Claggett Creek, Labish Ditch, Staats Lake, and the roads and golf course in McNary Estates, and the lower portion of properties upstream of the dike / riverwall. (2013)
- 4) The city has established an emergency management team which works with other jurisdictions to better plan for natural hazards and to develop response plans for such emergencies. (2013)

f. Willamette Greenway

- 1) A Willamette Greenway Boundary has been established for the portion of the Willamette River within the Keizer City limits. This boundary is shown on the Willamette Greenway Boundary Plan and should be evaluated to determine if any revisions to the boundary should be made as it appears to have several discrepancies. (2013)
- 2) A vast majority of the lands abutting the Willamette Greenway Boundary are already developed in residential uses, and there are three existing city parks along the Willamette River which provides for opportunities for the provision of public river access or park recreation. At this time, there are no uses within the Willamette Greenway Boundary which conflict with the overall goal of resource protection, conservation and enhancement. (2013)
- 3) A Willamette Greenway Overlay Zone has been incorporated into the Keizer Zoning Ordinance. Specific regulations are applied to the lands within the overlay zone including the permitting process, specification of allowed uses, use management and procedural requirements. (2013)

2. GOALS AND POLICIES

a. General Goals

- 1) Preserve and maintain agricultural lands within the UGB until needed for urban development.
- 2) Conserve open space and protect natural, cultural and scenic resources.
- 3) Maintain and improve the quality of air, water and land resources.
- 4) Protect life and property from natural disasters and hazards.
- 5) Encourage energy conservation.
- 6) Protect, conserve, enhance and maintain the natural, scenic, historical, economic and recreational qualities of lands along the Willamette River.
- 7) Create economic and regulatory incentives that favor residential infill projects that are compatible with existing neighborhoods.

b. Agricultural Lands Policies

- 1) Encourage agricultural lands within the UGB to continue in agricultural use until such lands are planned for public facilities and other development per the public facilities and urban growth management elements of this plan and with the applicable zone

district requirements. The city's one parcel that is designated EFU should be evaluated to determine whether this zone designation is still appropriate or whether it should be re-designated to a more appropriate residential land designation. (2013)

c. Natural Resources and Open Space Policies

- 1) Protect and preserve open space areas along the Willamette River and Claggett Creek, in public parks and school grounds. A change in the zoning of these areas shall be reviewed to evaluate the effects of such change. Develop strategies to improve existing and future parks along the river to maximize access to the river without impacting riparian areas or water quality (2014)
- 2) Protect and manage identified significant wildlife habitats that may be identified in the future in accordance with the State Wildlife Management practices.
- 3) It is the intent of the City of Keizer that Labish Ditch and Claggett Creek shall be protected. Protect the riparian vegetation adjacent to Claggett Creek, Labish Ditch, and the Willamette River from development impacts through the flood plain ordinance, Discharge Ordinance, Erosion Control Ordinance, and other conservation area policies. (2014)
- 4) Protect, preserve and maintain waterways as scenic, recreational and natural resources as required under the NPDES permit and TMDL Implementation Plan. Access to waterways for maintenance purposes should be allowed and implemented in a water quality minded manner. (2014)
- 5) Prohibit filling of natural drainage courses. (2014)
- 6) The city shall revise park and recreational plans to meet the increased recreational needs created by infill and redevelopment and shall implement the necessary process to meet the current and future needs of the city. (2013)

d. Historic and Cultural Resources Policies

- 1) Protect and encourage the preservation of cultural and historic resources that may be identified in the future.
- 2) Develop an inventory and analysis of historic and culturally significant resources within the city. (2013)
- 3) Ensure the preservation of officially listed historic resources by criteria contained in Historic resource chapter of the Keizer Development Code. (2018)

e. Environmental Quality Policies

- 1) Maintain compliance with state and federal regulations in regard to stormwater quality through implementation of the City's NPDES permit, WPCF permit, TMDL Implementation Plan, and any approved guiding documents. (2014)
- 2) Maintain public infrastructure as is required by state and federal regulations and local permitted activities. (2014)
- 3) The city shall participate with Marion County in the implementation of its waste management planning process. (2014)
- 4) Continue to participate in regional efforts to minimize the odor near the Willow Lake Waste Water Treatment Plant. (2013)
- 5) The city shall follow best management practices with regard to the operation of its facilities to minimize all negative environmental impacts. (2014)
- 6) In the review of land use applications, the city will not only require the proposal to comply with all applicable state environmental regulations but will also seek ways to minimize any impact it may have on natural features. (2014)
- 7) Require an approved Department of State Lands wetland determination for any development proposed that is within an identified wetlands as shown on the wetland inventory map or which appear to exhibit possible wetland characteristics. Any development will need to be consistent with all state and federal regulations affecting the use of wetlands. (2014)

f. Energy Conservation Policies

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

developments for living, working, shopping and recreation should be encouraged through planned mixed-use zones.

- 5) Provide for higher density and more economical residential developments as an alternative to single-family detached housing.
- 6) Plan for commercial, office, retail and service facilities, including schools, churches, public and semi-public uses at both the community and neighborhood level, and within walking distance of residential areas.
- 7) Encourage cluster developments of mixed uses to promote energy conservation and to allow more efficient centralized energy systems.

g. Willamette Greenway Policies

- 1) Maintain and enforce regulations to control the use of land and intensity of uses within the Willamette River Greenway boundary. The predominant land use is single family residential with a significant amount of park lands which should be protected from incompatible uses. This boundary should be evaluated to determine if any revisions to the boundary should be made as it appears to have several discrepancies. (2013)
- 2) Exempt from the Willamette Greenway regulations are small modifications of existing structures. Normal maintenance activities as defined in the Zoning Ordinance are also exempt. (2013)
- 3) Establish setbacks 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. (2013)
- 4) Conserve riparian vegetation and wildlife within the Willamette Greenway boundary. Conservation shall include protecting and managing river banks, sloughs, wildlife and vegetation. (2013)
- 5) Minimize disturbance to private property where adjacent to public use areas. (2013)
- 6) Acquire additional sites when available for recreation and scenic views and access to the Willamette River. (2013)
- 7) Support aggregate extraction within the river channel and on lands adjacent when determined to be compatible with the purpose of the Willamette Greenway. Proposed extraction must meet any state and federal regulations regarding extraction and 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. (2014)

- 8) Ensure that the Keizer Dike is maintained consistent with applicable Army Corps of Engineer certification requirements. (2013)
- h. Resource Conservation Policies
- 1) Provide for additional protection, preservation and maintenance for the resource conservation area as indicated in the Resource Conservation Overlay Zone in the Keizer Development Code (KDC) and by: (2013)
    - a) Require new development in Resource Conservation Areas be done consistent with the regulations in the Resource Conservation Overlay Zone in the KDC. (2013)
    - b) Allow selective removal of invasive vegetation so as to improve the natural scenic and habitat value of these areas. (2014)
    - 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 and adequately protect the site from erosion that may occur as a result of disturbance. (2014)
    - 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) Require 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. (2014)
- i. 100-year flood plain Policies
- 1) Regulate development in the floodplains and floodways to preserve and maintain the capability of the floodplain to convey the flood water discharges and to minimize danger to life and property. (2013)
  - 2) Adopt in the form of an overlay zone regulations to control development within the 100-year floodplain. Require new development to comply with all applicable floodplain regulations, including submittal of certified elevation certificates, and retention of all floodplain action records. (2013)
  - 3) Maintain and improve the dikes along the Willamette River consistent with Army Corps of Engineer requirements, and enforce standards which ensure protection of the structural integrity of the dike. (2013)

## **B. URBAN GROWTH AND GROWTH MANAGEMENT**

### **1. FINDINGS**

#### **a. General**

- 1) The City of Keizer is within the shared Salem-Keizer Urban Growth Boundary. It is the city's intent to recognize the existing urban growth boundary in the vicinity of its jurisdiction, for urban growth and will analyze its land needs within city limits in context with the larger UGB. (2013)
- 2) Within existing city boundaries, there are approximately 4,400 acres of land. The buildable lands inventory revealed that the vast majority of this land is currently developed with uses consistent with the applicable underlying zone designation. As previously indicated the largest land use category allows for residential uses followed by commercial use designations. The employment buildable lands inventory found that approximately 111 acres of land in Keizer is vacant, partially vacant or re-developable with an appropriate zone designation (Agricultural Industrial, Commercial General, Commercial Mixed Use, Commercial Office, Commercial Retail, Industrial Business Park, Industrial General and Mixed Use) that can be considered to be available to meet some of the employment needs. The residential buildable lands inventory found 315 acres of land in Keizer to be either vacant, partially vacant, or re-developable with an appropriate zone designation (Single Family Residential, Medium Family Residential, Urban Transition, Mixed Use), and to be considered available to meet some of the future residential needs. (2013)
- 3) The need for vacant buildable lands for urbanization for the 20 year timeframe (2013-2033) expressed in this plan is based on estimates for population growth and land needed to accommodate that growth, applied to population growth forecasts specific to Keizer. The EOA and HNA documented that there will be a need of 21.6 acres of land for commercial needs; no additional land for future industrial needs; 41.8 acres to meet future institutional needs; 267.6 acres to meet projected residential needs; 43.5 acres for future park needs; and, 10 acres for school needs. (2013)
- 4) The area within Keizer's city boundary is insufficient to meet forecasted future growth given the very limited amount of large undeveloped properties available to meet projected future needs. For example, the HNA documented that the capacity of the inventory of buildable residential lands found there is a supply of 315 acres which could accommodate 2,422 units. However, the calculated 20-year need was determined to be 4,513 units which leaves a need of 2,090 units which cannot be accommodated within the city's current jurisdictional boundary. The EOA inventory revealed that there are no

sites available to meet the future institutional (high value employment) site; or lands which might accommodate future commercial needs without massive rezoning which would further detract from the residential lands inventory. (2013)

- 5) The City of Keizer provides the following major public facilities and services within its municipal boundary: sanitary sewer by an agreement with Salem, water, streets, stormwater facilities, parks, police protection and general government. The Keizer Rural Fire Protection District and Marion County Fire District #1 both provide fire protection services within the city. (2014)
  
- 6) The results of the 2009 Keizer Visioning process provided directions that the City can take to realize it's short and long term ideal future. They are: (2013)
  - a) Manage Growth and Development. Maintaining Keizer's "small town feel", while balancing growth and development pressures will continue to be a high priority challenge. While growth is not unexpected, residents do not necessarily favor expanding the Urban Growth Boundary (UGB). Rather, they cite alternative means of accommodating growth in ways that maintain the general size of the city and the inherent sense of community and togetherness they cherish. (2013)
    - (1) Consider policies that enhance the efficient use of existing land within the UGB. (2013)
    - (2) Review the long-term impacts to community livability of seeking additional land through expansion of the City's UGB. (2013)
  
  - b) Maintain a Sense of Community. Keizer is a proud community of active, involved citizens. Residents cherish the community's volunteer spirit as a key asset in realizing their Vision. Keizer residents favor additional opportunities for all to participate in their community. Additionally, Keizer residents have a proud sense of togetherness. (2013)
    - (1) Consider maintaining one high school as a symbol of community connectedness. (2013)
    - (2) Maintain and increase civic celebrations and other volunteer efforts. (2013)
  
  - c) Become More Sustainable. Sustainability is at the heart of Keizer's future. Residents want a clean, green environment that includes additional parks, clean water, and abundant greenery. (2013)
    - (1) Promote policies that enhance the ability of automobiles, pedestrians and bicycles to get around more efficiently. (2013)

- (2) Create and encourage neighborhoods that are more connected, with goods and services easily available. (2013)
- d) Maintain Efficient Public Services. Keizer residents are proud of their public services and favor those that are fiscally resourceful. Public safety is of highest priority. Residents also want a responsive government that meets their expectations in an efficient manner. (2013)
  - (1) Engage more residents in ongoing deliberative, collaborative efforts with their government. (2013)
  - (2) Build and strengthen networks and coalitions with partner organizations. (2013)
- e) Preserve Keizer's Livability. Keizer is a livable community and residents want to keep it that way. Aspects of livability include: keeping Keizer a safe place to live; maintaining streets and roads; controlling traffic and managing development; making Keizer an affordable place to purchase and own a home; attracting diverse industries with family-wage jobs; encouraging cultural and civic facilities; and favoring additional places to shop that appeal to a variety of people. (2013)
  - (1) Increase the number and access to parks and open space; and add greenery to enhance the physical health and beauty of the community. (2013)
  - (2) Develop and nurture economic development policies that attract and retain desirable jobs for current and future Keizer residents. (2013)
- 7) 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 town center. (2013)

## 2. GOALS AND POLICIES

### a. General Goals

- 1) Ensure a coordinated, current, and vital urban growth program in the Salem/Keizer urban area. This will be accomplished by: (2013)
  - a) Maintain a shared urban growth boundary through a coordinated regional effort. (2013)
  - b) Adopt urban growth objectives and policies developed through a coordinated regional effort.
  - c) Adopt a revised urban growth coordination agreement among the cities of Keizer and Salem and counties of Marion and Polk

whereby land use actions of regional significance are considered by all jurisdictions. (2013)

- 2) Within the Keizer portion of the shared Salem-Keizer urban growth boundary: (2013)
  - a) Ensure adequate buildable land is available for all uses particularly lands necessary to realize the city's economic vision as identified in the Keizer EOA. (2013)
  - b) Provide for the orderly and efficient provision of public facilities and services.
  - c) Encourage development in areas already served by major public facilities before extending services to unserved areas.
- b. Urban Growth Policies
  - 1) Contain urban development within planned urban areas where basic services such as sewers, water facilities, police and fire protection can be efficiently and economically provided.
  - 2) Conserve resources by encouraging orderly development of land by adopting efficiency measures that will further allow for the efficient use of urban land. (2013)
  - 3) Preserve farmland and open space not needed for urban growth.
  - 4) Make more economical use of local tax dollars in locating facilities and providing services for the benefit of all citizens within the urban growth area.
  - 5) Provide property owners greater security in long-range planning and investments through responsible and stable land use policies. (2013)
  - 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) Maintain an adequate land supply to meet the needs of the city. (2013)
    - a) Future urban development will be contained within the geographical limits of an urban growth boundary unless it is demonstrated that there is not sufficient land within the UGB to accommodate forecasted growth. (2013)

- b) An urban growth boundary will be maintained by the affected local jurisdictions and said parties will take the necessary action to have the boundary and the policies herein set forth made a part of their respective Comprehensive Plans. Work with the other jurisdictions to maintain and strengthen regional implementation of state wide planning goals. (2013)
- c) Coordinate with Marion County to ensure that the area outside the urban growth boundary will be maintained with low-density living areas, agricultural, open space lands, and other uses compatible with the intent of the urban growth policies. (2013)
- d) Work toward the development of the most efficient and economical method for providing specific urban services to the area within the urban growth boundary. (2013)
- e) Encourage the orderly annexation to the City of Keizer of the land within the urban growth boundary that is contiguous to the city limits of Keizer. (2013)
- f) Work toward improved delivery systems of services that require coordination by larger units of government. (2013)
- g) Urbanizable areas within the urban growth boundary will be considered as available for annexation and urban development.
- h) Development of land with existing urban services will be encouraged before the conversion of urbanizable lands to urban uses.
- i) Sewer or water services will not be extended to subdivisions developing outside city limits and county service districts. Such areas must be annexed to the cities to receive those services except as may be agreed by the city and consistent with all applicable State and County requirements. (2013)
- j) Any proposed UGB revision shall show a demonstrated need based on State requirements as outlined in applicable state statutes and administrative rules. (2013)
  - (1) Housing needs shall be coordinated with the regional needs; transportation systems, public services efficiencies and infrastructure costs shall be evaluated in order to provide the most effective and efficient services and provide for the highest quality of life. (2013)
  - (2) Employment lands should be provided to implement the economic vision created and adopted in the EOA. (2013)

- k) When evaluating the merits of a UGB expansion, consideration shall be given to minimizing the affects of multiple school districts. (2013)
- l) Work with Marion County to develop an appropriate zone designation for lands that are brought into the UGB but not into the city limits. This shall include strategies such as: (2013)
  - (1) Retaining lots as large as possible by discouraging subdivision or partitions until the land is annexed. (2013)
  - (2) Lands identified for employment needs restrict uses to only those uses compatible with the adopted EOA by establishing zoning districts that will limit or restrict incompatible uses. (2013)
- m) When evaluating a UGB expansion area, give consideration to the least disruption to quality of life and environmental value in the areas under consideration and of the city as a whole. (2013)
- n) UGB expansion areas shall be governed by land use regulations and shall be sensitive to established land use patterns. (2013)
- o) Promote effective urbanization of underutilized lands within the existing UGB. (2013)

c. Growth Management Policies

- 1) Establish as a priority the extension of services to areas identified for future development with high value employment as identified in the Keizer EOA. (2013)
  - a) Develop a plan and implementation program for public facility financing.
  - b) Encourage the consolidation of existing parcels. Discourage further subdivision of existing parcels.
  - c) Retain agricultural zoning until long-term public facilities are planned or available. Once facilities are planned or available, actively recruit new commercial and industrial development.
- 2) Establish as a low priority the extension of public facilities to the area around the Willow Lake Sewage Treatment Plant.
- 3) Support public facility extensions when new development provides its own financing. The cost of new growth should, to the extent possible, be borne by the new growth itself.

- 4) Establish as a high priority construction of public improvements in areas where sewer and water facilities are already provided, particularly stormwater facilities, and streets. (2014)

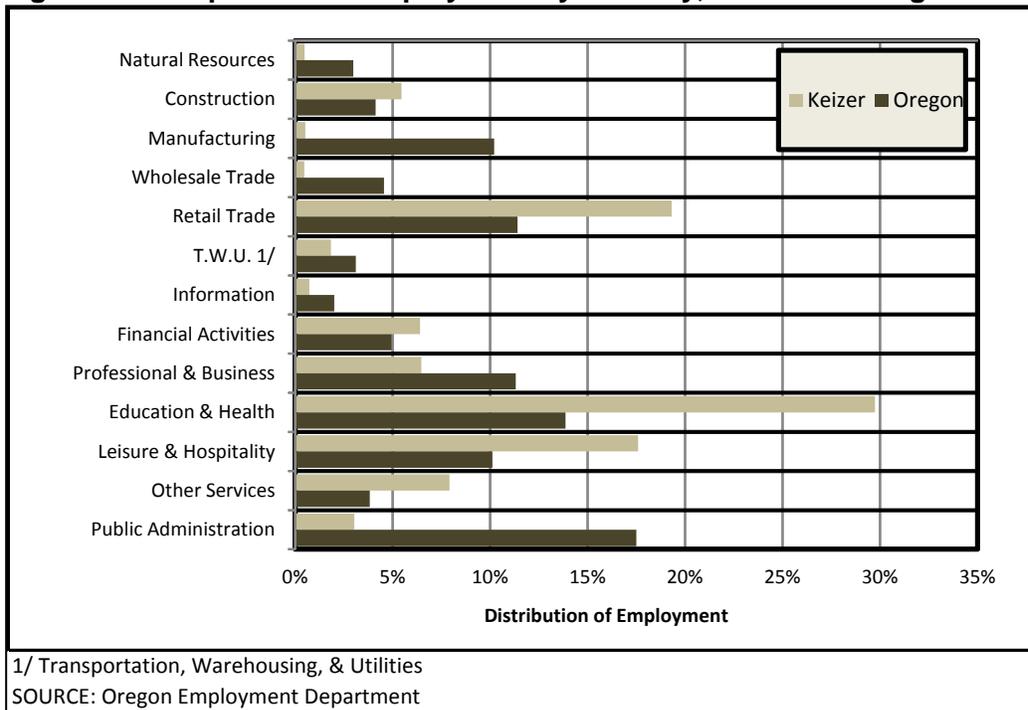
**C. LAND-USE AND ECONOMIC DEVELOPMENT**

**1. COMMERCIAL AND INDUSTRIAL EMPLOYMENT**

a. The City of Keizer has synthesized data on local and national economic trends, employment trends and forecasts, existing industries, economic development goals and community vision to generate employment growth projections over the next 20 years. The Keizer City Council adopted the local Economic Opportunities Analysis in June 2013 which contains the methodology used to develop the following summary of that analysis. (2013)

1) Keizer aspires to provide more opportunities for a range of good paying jobs for people living in Keizer, which would result in faster growth in employment than in population growth. Keizer's vision for providing new employment opportunities is to capture professional services and associated uses in a "campus" setting, primarily, but not exclusively, related to medical office, research, and education. These services may include a hospital and/or educational facilities, which are expected to provide Keizer with growth opportunities that fit the City's locational advantages. The city's economic vision is an economic strategy that will not directly compete with Salem, but capitalizes on Keizer's own attributes and aspirations. (2013)

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



- 2) The composition of employment by industry in Keizer exhibits several large deviations from the statewide composition (Figure 2). These deviations represent Keizer's competitive advantages in the economy, which fall largely in population-driven services. Industry classifications such as Retail Trade, Education & Health, and Food Service & Drinking Places have a high representation locally. These well-represented industries, in combination with economic development goals and input from the stakeholders, were used to devise potential future target industries. After discussing and ranking industries based on local aspirations and current representation of that industry in Keizer, the following list of target industries were adopted by the City Council: (2013)
- a) Medical facilities, including research, development and support (2013)
  - b) Information technology/back office (2013)
  - c) Educational services, including educational research and job training (2013)
  - d) Professional services, including corporate headquarters
  - e) Sporting events (2013)
- 3) Current employment levels by industry were projected forward based on regional job growth estimates and the listed target industry goals (Figure 3). The growth forecast calls for a total of 3,774 new jobs over the next 20 years, representing growth of 55% over current levels. (2013)

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

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

Source: Oregon Employment Department and Johnson Reid

- 4) The projected employment growth is used to estimate what types of employment land (i.e. commercial retail, office, or industrial) will be needed in the future by applying data on what types of real estate is used in each of these industry categories. (2013)

\*Figure 1: SUMMARY OF EXISTING EMPLOYMENT  
BUILDABLE LANDS INVENTORY

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

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

(2013)

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

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

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

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

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

- 5) Figure 4 shows, there is an estimated need for 160 gross acres of land to accommodate the projected employment growth. An inventory of remaining buildable lands finds 123 acres of buildable land remaining within the city boundary, in the commercial and industrial categories. However, there is no land available that is well-suited for the institutional category, which includes hospitals, higher education facilities, and other uses that figure heavily into the city's economic development strategy. (2013)

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

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

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

6) As Figure 5 shows, there is a net need for commercial and institutional lands amounting to 63.3 gross acres above and beyond what the city’s remaining buildable employment lands can accommodate. The institutional lands are intended to be available for the identified target industries which are also referred to as high value employment sites in the regional EOA. (2013)

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

a. Goal 1: Provide an adequate supply of sites to accommodate target industries. (2013)

1) Objective 1.1: Recognize that Keizer has a limited supply of sites that will allow for target industry employment opportunities and seek to develop strategies that will result in additional inventory of these sites. (2013)

a) Policies 1.1:

(1) Provide land to meet the site characteristics and site sizes described in the 20-year land needs identified in the EOA. These sites may include vacant, undeveloped land, and partially developed sites with potential for additional development through infill development, and redevelopable areas. The city can provide land in two ways: (1) increasing commercial and industrial land-use efficiency by promoting infill or redevelopment and (2) bringing land into the urban growth boundary, if necessary. (2013)

(2) Work with property owners to help ensure that prime development sites are known, able to be aggregated and ready to develop. (2013)

(3) Work with property owners to ensure that prime development and redevelopment sites are preserved for

future employment needs and are not subdivided or developed for non-employment uses. (2013)

- (4) Provide a short-term supply of suitable land to respond to immediate economic development opportunities. (2013)
- (5) Periodically review local land use regulations to determine whether they pose barriers to economic development and employment growth. Where regulations pose barriers, balance the goals of such regulations with economic development objectives. (2013)

2) Objective 1.2: Facilitate the development of target employment sites with appropriate businesses. (2013)

a) Policies 1.2:

- (1) Target industry employment businesses as identified in the Keizer EOA. (2013)
- (2) Facilitate the development of a marketing plan to attract businesses within the identified target industry business sectors. (2013)

3) Objective 1.3: Analyze opportunities for rezoning of lands; developing adequate infill strategies, or consideration of an urban growth boundary expansion to allow for the provision and future development of target industry sites as identified in the Keizer EOA. (2013)

a) Policies 1.3:

- (1) Identify employment site opportunities that can be developed through rezoning, expanding the urban growth boundary, or other means. (2013)
- (2) Consider infill strategies to meet some of the employment land needs. (2013)

4) Objective 1.4: Maintain an adequate supply of land for employment uses. (2013)

a) Policies 1.4:

- (1) Develop and implement a system to monitor the supply of commercial and industrial lands. (2013)
- (2) Track employment land use trends and re-evaluate employment land needs approximately every five to seven years. (2013)

5) Objective 1.5: Preserve large sites, especially sites with access to I-5, to provide opportunities for development by businesses that require large sites with access to regional transportation facilities, as identified in the Keizer EOA. (2013)

a) Policies 1.5:

- (1) Designate land for target industry uses or business parks to provide opportunities for development of business clusters for related or complementary uses. (2013)
- (2) Develop development code amendments needed to provide certainty for the future use of land on designated large target industry sites as identified in the Keizer EOA and that restrict incompatible or undesirable uses from occurring on these sites. (2013)
- (3) To the extent there is a lack of adequate target industry sites within the city's urban growth boundary, the city may need to pursue an urban growth boundary expansion to provide for sites that will meet this future employment need. (2013)

6) Objective 1.6: Economic development recruitment efforts for the city should focus on business that provide a range of wages and benefits, including high-wage jobs in target industry businesses. (2013)

a) Policies 1.6:

- (1) Work with Strategic Economic Development Corporation (SEDCOR) and other economic development organizations to target and recruit businesses. (2013)
- (2) Coordinate with community and economic development organizations to develop an effective marketing program. Coordinate development of this strategy with local, regional and state economic development agencies. (2013)
- (3) Work with regional and local planning agencies, the County Assessor, and the Oregon Department of Economic Development to prepare and update annually an inventory of vacant commercial and industrial land parcels in the City. (2013)

- 7) Objective 1.7: Require new commercial and industrial development to provide certain design features and to comply with city's Design Review process. (2013)
  - a) Policies 1.7:
    - (1) Commercial and Industrial Developments (2013)
      - (a) Provide for commercial and industrial developments by: (2013)
        - i Creating undeveloped land zoned for light industrial and commercial uses, consistent with forecasts of the likely future demand for such land. (2013)
        - ii Creating sufficient land adjacent to existing industrial and commercial facilities where future expansion is anticipated. (2013)
        - iii Ensuring convenient access to arterial or collectors street for traffic generated by industrial and commercial uses. (2013)
      - (b) Require commercial and industrial developments to provide: (2013)
        - i Outdoor storage facilities to be screened from view of the public road and from adjacent residential uses. (2013)
        - ii Adequate landscaping and appropriate setback from adjacent residential uses. (2013)
        - iii Exterior lighting to be designed to provide illumination to the site and not cause glare into the public right-of-way and adjacent properties. (2013)
        - iv Roof equipment to be screened from view of nearby residential uses. (2013)
        - v Adequate disposal of any hazardous wastes generated (as defined by ORS 459. 410). (2013)
        - vi Avoid large expanses of blank walls facing residential areas. (2013)

- vii Compliance with DEQ noise and other environmental quality standards. (2013)
- viii Compliance with city's Design Review process. (2013)
- (c) Encourage commercial and industrial developments to create: (2013)
  - i Innovative designs for public spaces such as open plazas, pedestrian malls, and small parks by making sure zoning regulations are flexible. (2013)
  - ii The expansion of existing and the location of new light manufacturing activities, especially those which generate little pollution. (2013)
  - iii Industrial park development for appropriate business activities. Examples of activities are warehousing and distribution, research and development, and medical facilities. (2013)
- (d) Discourage commercial and industrial developments from: (2013)
  - i Directing major customer traffic outside the immediate neighborhoods from filtering through nearby residential streets. (2013)
  - ii Allowing other land uses in districts that have been designated for industrial use, except when it can be demonstrated such uses will have minimal negative impacts on industrial uses now and in the future. (2013)
  - iii Placement of loud or obnoxious equipment adjacent to residential streets or areas. (2013)
  - iv Allowing loud outside activities (e.g. deliveries, freight handling) adjacent to residential streets or areas. (2013)
- (e) Permit in commercial and industrial developments: (2013)

- i Commercial offices to be mixed with compatible residential or commercial retail uses in the same structure. (2013)
    - ii Transit services and shelters to be provided in lieu of some off-street parking. (2013)
- b. Goal 2: Provide infrastructure needed to support economic development. (2013)
  - 1) Objective 2.1: Provide adequate infrastructure to facilitate employment growth in new and existing employment areas. (2013)
    - a) Policies 2.1:
      - (1) Coordinate capital improvement planning with land use and transportation planning to strengthen the city's Economic Development Strategy. (2013)
      - (2) Prioritize use of Systems Development Charge revenues for infrastructure on sites that provide opportunities for new employment as a result of location, size, or other site characteristics. (2013)
      - (3) Where appropriate, ensure that public-private development agreements to recover construction costs are in effect prior to financing and constructing public improvements. (2013)
      - (4) Establish alternative funding mechanisms that provide for the completion of public facilities with preference given to projects that foster economic development. (2013)
      - (5) Assist with providing infrastructure through the use of urban renewal funding, where appropriate. (2013)
      - (6) Work with ODOT, Marion County and the City of Salem to develop a regional funding plan for improvements as noted in the Chemawa / I-5 Interchange Area Management Plan. (2013)
      - (7) Develop a facilities financing plan for target industry sites to plan and provide for the adequate facilities to serve those sites. (2013)

- (8) Determine how to provide for infrastructure needs, such as telecommunication or other facilities that are in addition to standard sewer, water, stormwater, and transportation facilities, as identified in the city's EOA and/or site-specific market analyses. (2013)
- (9) Provide as funds allow, necessary public facilities and programs to encourage new industrial and other economic development and the expansion of existing industry and business. (2013)

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

- 1) Objective 3.1: Encourage the continued development of the Keizer Station as a developing retail / mixed use / industrial development which will continue to provide additional employment opportunities. (2013)
  - a) Policies 3.1:
    - (1) Strive to retain and attract new businesses within the Keizer Station. (2013)
    - (2) Work with potential new businesses to make them aware of the city's master plan requirements in the Keizer Station. (2013)
    - (3) Consider, as necessary, adjustments to the requirements within the Keizer Station based on the need to respond to changing economic factors and development trends. (2013)

d. Goal 4: Support and assist existing businesses in Keizer.

- 1) Objective 4.1: Continue to support existing businesses within Keizer as a valuable component of the city's economy. (2013)
  - a) Policies 4.1:
    - (1) Develop a strategy to determine how the city can assist existing businesses. Options can include providing assistance with the development process, forming partnerships to promote Keizer businesses and other strategies. (2013)
    - (2) Encourage the development of the formation of business associations and special self-assessment districts for economic improvement. (2013)
    - (3) Pursue grant applications that support local businesses. (2013)

- (4) Remain supportive of the local Chamber of Commerce and other local business groups and their activities. (2013)
  - (5) Strive to retain and attract new businesses along River Road / Cherry Avenue corridors. (2013)
  - (6) Continue to implement projects identified by the River Road Renaissance Plan and the Keizer Urban Renewal Board. (2013)
  - (7) Encourage commercial / residential mixed uses in the same structure. (2013)
  - (8) Allow transit services and shelters to account for some of the required off-street parking thereby reducing on-site parking needs. (2013)
- e. Goal 5: Increase the potential for conference and tourist related activities. (2013)
- 1) Objective 5.1: Support tourism efforts within Keizer. (2013)
    - a) Policies 5.1:
      - (1) Encourage development of destination point projects such as Points of Interest and the art walk series that draw visitors to Keizer. (2013)
      - (2) Ensure that the factors that are likely to attract visitors to Keizer are protected and enhanced. (2013)
      - (3) Work with local businesses and the Chamber of Commerce to promote local events such as the Keizer Iris Festival, Miracle of Lights and other events that highlight and promote Keizer. (2013)
  - 2) Objective 5.2: Increase the use of the Keizer Community Center. (2013)
    - a) Policies 5.2:
      - (1) Continue to operate the community center with the goal of making it financially independent. (2013)
      - (2) Develop a marketing plan for the operation of the community center. (2013)

- f. Goal 6: Monitor and adjust economic development goals and objectives. (2013)
  - 1) Objective 6.1: Regularly monitor the overall completion and benefits of the identified economic goals and objectives. (2013)
    - a) Policies 6.1:
      - (1) Identify a set of criteria or events that would trigger the need for updating economic goals, policies and analyses. (2013)
      - (2) Revise economic development goals, objectives, and strategies as appropriate to reflect ongoing success, and fiscal issues, constraints and new opportunities. (2013)

### 3. HOUSING AND RESIDENTIAL LAND NEEDS

- a. The residential housing needs analysis (HNA) is much more formulaic than the methodology that was used as part of the formation of the EOA. The housing needs analysis is based on the city's adopted population forecast, and trends in household size, demographics and housing development. These are used to generate projections of population growth, number of households, and the number and types of housing units they will need over the 20-year period. The 20-year need is then compared with remaining buildable residential land to assess what additional land may be needed to accommodate that growth. The full documentation supporting the HNA was adopted by the City Council in June, 2013. The following is a brief summary of the analysis. (2013)
  - 1) Keizer is a city of 36,864 people, making it the 14<sup>th</sup> largest city in Oregon. Keizer has grown by an estimated 4,661 people between 2000 and 2013, or 14%. This growth was roughly equal to that experienced by Marion County (13%) and the state (14%) over that period. (2013)

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

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

- 2) Keizer’s median household income was over \$53,000 in 2010. This is 22% higher than the median income found in the City of Salem (\$43,500) and is similarly higher than the Marion County median (\$45,594). Median income grew 18% between 2000 and 2010, while growing 13% in Marion County. (2013)
- 3) Over the 20-year period, the number of non-group households will increase to 4,366 households, a population growth of 11,833 new residents (Figure 7).

**Figure 7: Future Housing Profile 2033, Keizer**

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

Sources: Keizer adopted 2032 Population Forecast, Marion County Adopted Population Forecast (2008), PSU Population Research Center, Census, JOHNSON REID LLC (2013)

- 4) The projected 2033 population identifies the need for 4,513 new housing units for future residents. This includes ownership and rental units, with a 4.5% vacancy (Figure 8). (2013)
- 5) The largest share (50%) of housing is projected to be single-family detached homes, due to the projected need for new ownership housing. The remainder of units is projected to be some form of attached housing (46%), or mobile homes (4%).(2013)
- 6) 54% of new residential dwelling units are projected to be ownership units, while 46% are projected to be rental units. (2013)

**Figure 8: Projected New Units Need by 2033, Keizer**

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

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

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

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

- 7) The inventory of buildable residential lands finds a current supply of 315.2 acres which are vacant, partially vacant, or re-developable. These acres can hold an estimated 2,422 units. The total 20-year unit need (4,513 units) minus this remaining buildable capacity (2,422 units), leaves a remainder of 2,090 units which must be accommodated beyond the city’s remaining capacity within its current boundary. (Figure 9) (2013)

**Figure 9: Projected New Units Need by 2033, Keizer**

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

Sources: City of KEIZER, MWVCOG, Johnson Reid LLC

- 8) When the remaining land need is apportioned to Keizer’s residential zones, a 20-year need exists for 267 gross acres of residential land, to be accompanied by 43.5 acres of new land for parks to serve this new population, and 10 acres of land for new school facilities. This is a total of 385 gross acres (Figure 10) (2013)

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

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

Source: Johnson Reid LLC

(2013)

4. RESIDENTIAL DEVELOPMENT GOALS, OBJECTIVES AND POLICIES:

- a. Goal 1: Provide residential land to meet a range of needed housing types. (2013)

- 1) Objective 1.1: Provide housing opportunities for a full range of housing needs as identified by the City’s Housing Needs Analysis. (2013)

- a) Policies 1.1:

- (1) Encourage housing opportunities for the elderly, people with disabilities, minority, single parent, and single-person households. (2013)
- (2) Account for shifts in age, ethnicity and other demographic factors, which may influence housing needs. (2013)
- (3) Plan for low, medium and high density residential uses consistent with 20-year housing needs analysis projections of demand. Periodically monitor and analyze the population and dwelling unit projections to assure sufficient residential land to maintain a balance between supply and demand. (2013)
- (4) Ensure that residential land use designations provide opportunities for non-traditional or emerging housing types such as accessory dwelling units, cottage clusters, live-work units, other mixed

residential/commercial development types, multi-generational housing and other housing options. (2013)

- (5) Encourage higher density residential development near areas of employment or shopping. (2013)
  - (6) Encourage in-fill of existing lots that is sensitive to the existing neighborhood patterns. (2013)
  - (7) Provide for the retention of large parcels of residentially zoned land to facilitate their use, or reuse, of projects requiring such parcels. (2013)
  - (8) Periodically review development densities and consider methods for increasing residential density where density targets established in the Comprehensive Plan are not being met. (2013)
  - (9) Encourage infill projects on single parcels or parcels assembled for the purposes of infill and redevelopment. (2013)
  - (10) Provide for and permit outright in at least one residential zone alternative housing types such as mobile home parks, zero side yards, clustering of dwelling units, and planned unit developments. (2013)
  - (11) Permit rezoning to higher intensity residential uses to meet the identified housing needs provided such proposals are consistent with the policies of this plan and its implementing ordinances. (2013)
- 2) Objective 1.2: Encourage and support development of housing units for low and moderate income households. (2013)
- a) Policies 1.2:
    - (1) Encourage and support development of housing units for low and moderate-income households. (2013)
    - (2) Support public, private, nonprofit, and joint public-private partnerships which develop and/or manage low and moderate income housing units. In particular, coordinate and collaborate with local housing providers and advocacy groups in order to leverage funding for development of such housing. (2013)
    - (3) Continue to support the use of housing assistance programs to help fund housing projects for low and moderate-income households. (2013)
    - (4) Investigate the desirability and fiscal feasibility of starting a housing authority to provide emergency housing assistance, housing assistance programs, etc. (2013)

- (5) Consider providing financial incentives such as waiving or deferring permitting or other fees for affordable housing developments. (2013)
- b. Goal 2: Encourage the location of residential development where full urban services, public facilities, and routes of public transportation are available. (2013)
- 1) Objective 2.1 Coordinate new residential development with the provision of an adequate level of services and facilities, such as sewers, water, transportation facilities, schools and parks. (2013)
    - a) Policies 2.1:
      - (1) Develop and periodically revise a capital improvement program to ensure that public facilities are provided for residential development in a timely and efficient manner. (2013)
      - (2) Consider rezoning parcels to higher residential density to meet identified multi-family housing needs provided such proposals are consistent with the policies of this Plan and implementing ordinances. Parcels to be considered for rezoning should have access to major transportation corridors that are served by transit; are served, or can be served, by all urban services, including parks and recreational facilities; and are in close proximity to opportunities for shopping, employment and/or schools. (2013)
      - (3) Consider establishing a study that would inventory and prioritize sites that may satisfy future multi-family needs in an effort to allow more certainty in the land use process. (2013)
- c. Goal 3: Stabilize and protect the essential characteristics of residential environments, including natural features. (2013)
- 1) Objective 3.1 Ensure compatibility among all types of new and existing residential uses, and between residential and non-residential uses. (2013)
    - a) Policies 3.1:
      - (1) Protect existing and proposed residential areas from conflicting non-residential land uses while providing for compatible mixed-use development (residential and non-residential). (2013)
      - (2) Conserve the existing supply of housing in stable neighborhoods through code enforcement, appropriate

zoning, rehabilitation programs, and by discouraging conversions to non-residential use. (2013)

- (3) Use development and subdivision code provisions and other regulations to protect residential uses from other land use activities that generate an excessive level of noise, pollution, traffic volume, nuisances, and hazards to residents. (2013)
- (4) Discourage through traffic in residential neighborhoods. (2013)
- (5) Investigate and, when advisable, implement mixed use zoning, particularly in established neighborhoods where compatible and functional mixes of land uses are desirable. (2013)
- (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. (2013)

d. Goal 4: Provide and allow for appropriate levels of residential development consistent with comprehensive plan designations. (2013)

1) Objective 4.1 Provide for three general levels of residential density (2013)

a) Policies 4.1:

(1) Low-Density Residential (2013)

(a) Allow single-family residential uses as the predominant land use type in low-density residential areas. (2013)

(b) Ensure that: (2013)

i Land use is predominately single-family residential, with up to 8 units per gross acre. (2013)

ii A variety of housing types are allowed in this category such as detached, attached duplex and manufactured housing. The zoning and subdivision ordinance will more specifically describe structural

types. In this district, each residential unit will be on a single lot. (2013)

- iii Schools, neighborhood shopping facilities, parks and churches are allowed in this category subject to conditional use criteria to be defined in the zoning ordinance. (2013)

(2) Medium Density Residential

- (a) 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. (2013)
- (b) Allow detached, attached, duplex, and multiple family housing in this category. (2013)
- (c) Schools, neighborhood shopping facilities, parks and churches are allowed in this category subject to conditional use criteria in the zoning ordinance. (2013)

(3) Medium and High Density Residential (2013)

- (a) Allow a mix of housing types in this category in two general levels of residential density: (2013)
  - i Medium density-over 8 and up to 16 units per gross acre. (2013)
  - ii High density-over 16 units per gross acre. Identify criteria and location for these two sub-categories in the zoning ordinance. (2013)
- (b) Allow attached, duplex and multiple housing in this category. (2013)
- (c) Allow a ten-year surplus of vacant buildable land in this category. (2013)
- (d) Schools, neighborhood shopping facilities, parks and churches are allowed in this category subject to conditional use criteria to be defined in the zoning ordinance. (2013)

(4) Mixed Use (2013)

- (a) 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. (2013)
- (b) Allow detached, duplex and multiple family housing. (2013)

**3. SUMMARY OF TOTAL PROJECTED LAND NEED (both residential and employment) (2013)**

- a. The analysis summarized herein and detailed in the EDO/HNA reports (adopted by City Council Order on June 17, 2013) results in a projected need for 370 gross acres of land beyond the current capacity of the city’s current boundary. (2013)

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

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

Source: Johnson Reid LLC (2013)

**D. PLAN DIAGRAM AND SPECIAL LAND USE POLICIES**

1. FINDINGS

a. General

- 1) The land use plan takes into account the amount of vacant, partially vacant, and re-developable lands as identified in the buildable lands inventory. These are outlined in Figure 12: (2013)

**Figure 12: Vacant Buildable Summary**

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

Source: Johnson Reid LLC

(2013)

- 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 are insufficient to meet forecasted need for multi-family units. Therefore, the City will: (2013)
  - a) Plan for medium and high density residential uses consistent with the 20 year housing demand analysis. (2013)
  - b) Permit rezoning to higher intensity residential uses to meet the identified housing needs, provided such proposals are consistent with the policies of this plan. (2013)
  - c) Consider rezoning parcels to higher residential density to meet identified multi-family housing needs, provided such proposals are consistent with the policies of this plan. Parcels to be considered for rezoning should have access to major transportation corridors that are served by transit, are served (or can be served) by all urban services, including parks and recreational facilities, and are in close proximity to opportunities for shopping, employment and schools. (2013)
  - d) In the medium and high density residential designation, allow a mix of housing types in two general levels of residential density; medium density (from 8 to 16 units per acre), and high density (over 16 units per acre), and identify criteria and locations for these two sub-categories in the Keizer Development Code. (2013)
  - e) Provide for a combination of commercial and residential uses in a single building or complex. These areas will allow increased development located on arterial, minor arterial and collector streets if the design avoids the strip commercial appearance. This designation would encourage the formation of neighborhood “nodes” of activity where residential and commercial uses mix in a harmonious manner. Nonresidential uses are to be focused on retail, service, and office uses. Commercial and residential development within the same building or complex is to be allowed. Such development is to be clustered around landscaping features or parking areas, and shall be pedestrian-oriented, with direct access to public sidewalks and bike facilities. (2013)

## 2 GOALS AND POLICIES

### a. General Goals

- 1) Provide appropriately designated vacant buildable land in adequate quantities to meet the forecast needs of Keizer to 2033. (2013)
- 2) Provide a development pattern which:
  - a) Encourages stabilization of existing neighborhoods.

- b) Encourages affordable housing.
  - c) Creates a town center for Keizer. (2013)
  - 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.
  - 3) Refer to the Keizer Revitalization Plan and River-Cherry Overlay District for policies and standards regarding housing in the Keizer Revitalization Plan area. (2019)
- c. Medium Density Residential
- 1) Allow a mix of housing types in this category at a density averaging from 6 to 10 dwelling units per acre. Identify criteria and location for this category in the zoning ordinance.
  - 2) Allow detached, attached, duplex, and multiple family housing in this category.
  - 3) Schools, neighborhood shopping facilities, parks and churches are allowed in this category subject to conditional use criteria in the zoning ordinance.
  - 4) Refer to the Keizer Revitalization Plan and River-Cherry Overlay District for policies and standards regarding housing in the Keizer Revitalization Plan area. (2019)

- d. Medium and High Density Residential
  - 1) Allow a mix of housing types in this category in two general levels of residential density:
    - a) Medium density-over 8 and up to 16 units per gross acre.
    - b) High density-over 16 units per gross acre. Identify criteria and location for these two sub-categories in the zoning ordinance.
  - 2) Allow attached, duplex and multiple housing in this category.
  - 3) Allow a ten-year surplus of vacant buildable land in this category.
  - 4) Schools, neighborhood shopping facilities, parks and churches are allowed in this category subject to conditional use criteria to be defined in the zoning ordinance.
  - 5) Refer to the Keizer Revitalization Plan and River-Cherry Overlay District for policies and standards regarding housing in the Keizer Revitalization Plan area. (2019)
  
- e. Mixed Use
  - 1) Provide areas intended for development that combines commercial and residential uses in a single building or complex. These areas will allow increased development on busier streets without fostering a strip commercial appearance. The designation encourages the formation of neighborhood “nodes” of activity where residential and commercial uses mix in a harmonious manner. This development type will support transit use, provide a buffer between busy streets and residential neighborhoods, and provide new housing opportunities in the City. The emphasis of the nonresidential uses is primarily on locally oriented retail, service, and office uses. Commercial development may occur within the same building or complex as residential development. Clusters of residential and commercial uses around landscaping features or parking areas will also occur. Development is intended to be pedestrian-oriented with buildings close to and oriented to the sidewalk. Parking may be shared between residential and commercial uses.
  - 2) Allow detached, duplex and multiple family housing.
  - 3) Refer to the Keizer Revitalization Plan and River-Cherry Overlay District for policies and standards regarding mixed use in the Keizer Revitalization Plan area. (2019)

f. Commercial

1) Provide for retail office centers:

- a) Allowed uses are department stores, offices, other retail facilities, and medium and high-density housing.
- b) A retail-office center should:
  - (1) Be from 20 to 50 acres in size.
  - (2) Have direct access from one or more arterial streets.
  - (3) Be centrally located to existing and future residential neighborhoods.
  - (4) Provide facilities and services to Keizer as a primary market.
  - (5) Not encourage traffic through residential neighborhoods.

2) Provide for an employment area service center:

- a) Allowed uses are retail, service and office uses related to nearby industrial districts, and area commercial uses serving the traveling public such as restaurants, hotels, conference centers and shopping facilities.
- b) A employment area service center should:
  - (1) Be from 20 to 50 acres in size.
  - (2) Have direct access from I-5 and an arterial street.
  - (3) Provide facilities and services to adjacent industrial areas and to the traveling public.
  - (4) Not encourage traffic through residential neighborhoods.
  - (5) Be a unified district with coordinated circulation, parking and landscaping, not a collection of small unrelated commercial developments.
- c) An employment area service center is located near the Chemawa Interchange in the Keizer Station. (2013)

- 3) Provide for strip commercial developments in areas where this is the predominant existing land use:
  - a) Allowed uses are retail, service and office, and are largely oriented to automobile traffic.
  - b) Strip Commercial will be located along North River Road generally south of Claggett Street, and along Cherry Avenue.
  - c) Expansion of strip commercial areas will not be allowed unless it can be shown to comply with zone and comprehensive plan change criteria. (2013)
  - 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) Encourage and support local businesses and property owners to organize and promote the area encouraging stabilization, revitalization and growth in the area. (2013)
  
- 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.
- g. Industrial/high value employment (2013)
- 1) Provide for industrial/high value employment development located with good access to the interstate freeway system, arterial streets, and rail facilities. (2013)
  - 2) Locate industrial/high value employment districts in the northeast sector of Keizer. (2013)
  - 3) Ensure that industrial/high value employment development adjacent to existing or planned residential areas will not cause adverse effects: (2013)
    - 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 involved in the secondary processing of materials into components, the assembly of components into finished products, transportation, communication and utilities, wholesaling and warehousing. (2013)
  - 5) In campus light industrial areas, allow uses involved in the secondary processing of materials into components, the assembly of components into finished products, research and development activities, and supporting office-based commercial development when planned to compliment the primary intent of the campus light industrial district.
  - 6) In high value employment areas, allow uses in the following fields as identified in the Economic Vision statement of the EOA: (2013)
    - a) Medical facilities, including research, development and support (2013)
    - b) Information technology/back office(2013)

- c) Educational services, including educational research and job training(2013)
  - d) Professional services, including corporate headquarters(2013)
  - e) Sporting events(2013)
- 7) Ensure compatibility between commercial and industrial lands and lands adjacent to them. (2013)
  - 8) Provide for limited mixing of office, commercial, and industrial land uses when such mixing does not reduce the suitability of the site for the primary land use designated in the plan. (2013)
  - 9) Encourage public and private efforts to increase economic development in Keizer. To the extent possible, such development should use local capital, labor, and management. (2013)
  - 10) Maintain a supply of industrial and commercial land with necessary public services and suitable site characteristics. (2013)
  - 11) Recognize the vital role of neighborhood commercial facilities in providing services and goods to a particular neighborhood. (2013)
  - 12) Encourage the expansion or redevelopment of existing neighborhood commercial facilities when the density or socio-economic characteristic of households using the facilities change or when residential densities increase. (2013)
  - 13) Concentrate major commercial and industrial development along major arterials. Allow neighborhood shopping and convenience stores in residential areas, providing such developments meet compatibility standards described in the implementing ordinances. Such standards shall be clear and objective and not have either the intent or the result of precluding all such development. (2013)
  - 14) Designate on a plan diagram commercial and industrial land sufficient to meet projected needs through 2033. (2013)
  - 15) Establish and implement development ordinances that balance the needs for a safe, clean and attractive environment with the need to avoid unnecessary regulatory burdens and costs. Such ordinances shall ensure that development design and operation are compatible with surrounding land use and shall contain clear and objective standards for determining the compatibility of different types of land uses. (2013)

- h. Public and Semi-Public
  - 1) Provide for the following categories of public and semi-public uses.
    - a) Parks and Open Spaces. Publicly owned neighborhood and community park sites, and dedicated open spaces. The public facilities section contains standards and specific policies. The plan diagram indicates future park sites as a symbol, requiring site-specific studies and available funding to determine the exact size and location.
    - b) Schools. Sites for existing and planned elementary, middle and secondary schools are determined by the School District. The public facilities section contains standards and specific policies. (2013)
    - c) Civic. Government offices and facilities are included in this category. Civic facilities should conform to underlying zoning requirements. (2013)
  
- i. West Keizer Special Policy Area
  - 1) Maintain the special policy area east and south of the Willow Lake Sewage Treatment Plant. The purpose of the special policy area is to: (2013)
    - 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 cannot be improved. (2013)
  - 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) 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. (2013)

- 5) Discourage subdivision of existing parcels within the special policy area until the completion of the studies noted above.
  - 6) Continue the agricultural zoning in the special policy area until the completion of the studies noted above.
- j. Activity Centers
- 1) Designate Activity Center overlay districts for:
    - a) Keizer Station
    - b) Future high value employment site as identified in the EOA

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

- 2) Require that design plans for each activity center are prepared and approved before specific development applications in the activity centers are approved. Development in this case includes subdivisions and partitioning where new vacant, developable lots are created, and the construction of new commercial or industrial buildings. The land use designations shown on the zoning map before a design plan is adopted, are generalized and will be refined during the development of design plans. Transfer of development rights within activity centers is allowed, and the use of planned developments is encouraged. Design plans will be prepared for entire activity centers, not individual parcels or for individual projects. (2013)
- 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) Stormwater facilities; (2014)
  - f) Sewer and water service lines and improvements;
  - g) Underground utilities;
  - h) Street lights;
  - g) Transit stops and bus shelters;
  - j) Transit information displays;
  - k) Park and Ride facilities;
  - l) Public restrooms;

- m) Street tree and median landscaping and development; and
  - n) Open space, pedestrian plazas.
- 7) Design Plans for all currently approved designated activity centers have been adopted. (2013)
- 8) The following objectives for the Keizer Station: (2013)
- 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) Establish the following objectives for high value employment site: (2013)
- a) The primary uses are: (2013)
    - (1) Medical facilities, including research, development and support (2013)
    - (2) Information technology/back office (2013)
    - (3) Educational services, including educational research and job training (2013)
    - (4) Professional services, including corporate headquarters (2013)
    - (5) Sporting events (2013)
  - b) Improve access to the district and coordinate transportation improvements with the district to the south. (2013)
  - c) Encourage mixed use developments and multi-use structures. Within the district, pedestrian circulation and access should be emphasized. (2013)
  - d) Provide for adequate off-street parking and loading, and public transportation facilities. (2013)
- 10) Special Planning District Designation
- a) For properties located within the Keizer Station Plan which are identified for a mix of commercial and industrial development,

the Comprehensive Plan map designation shall be Special Planning District (SPD). The SPD is designated to:

- (1) Provide for a mix of commercial and industrial development.
- (2) Identify Special Planning District in northeast sector of Keizer.
- (3) Provide opportunity for employment area service center to develop within the district.
- (4) Allowed uses are to be comparable to industrial business park uses and commercial uses to service employment area service center and the traveling public as described in this plan. (2013)
- (5) Encourage commercial and industrial economic opportunities within Specific Policy Areas as depicted in this Plan. (2013)

k. Resource Conservation Areas

- 1) Maintain overlay districts to provide for nature resource protection and natural hazard safeguards: (2013)
  - a) Willamette Greenway. Policies are included in Section A of this chapter.
  - b) Resource Conservation. Policies are included in Section A of this chapter.

l. 100-year Floodplain

- 1) Maintain the overlay district to regulate development within the 100 - year floodplain. Policies are included in Section A of this chapter. (2013)

m. Keizer Dike

- 1) Maintain the overlay district to regulate development on or near the dike. See Section A of this Chapter. (2013)

## **E. PUBLIC FACILITIES TO SUPPORT DEVELOPMENT**

### **1. FINDINGS: GENERAL**

#### **a. General**

- 1) The City of Keizer provides sanitary sewer, water, stormwater facilities, parks, police protection, local streets and general government services within the existing city boundary. Sanitary sewer service is provided by the City of Salem. Education services are provided by School District 24J, and fire protection is provided by the Keizer Rural Fire Protection District and Marion County Fire District #1. (2014)
- 2) Sewage treatment is provided by the City of Salem through a services agreement. (2013)
- 3) Urban expansion accomplished through in-filling within and adjacent to existing development in an orderly, unscattered fashion permits new development to utilize existing utilities, services and facilities or those which can be easily extended.
- 4) Several major development projects have been completed in the area near McNary Golf Course and gravel pit. (2013)
- 5) The Clear Lake area in north Keizer has areas where on-site septic systems have failed. Sanitary sewer has been extended into this part of Keizer and this problem has since been corrected. (2013)
- 6) Currently, no sewer service is available in areas designated for industrial development in the area zoned AI in the northwest part of the city. The economic development objectives of the city are directly related to the extension of major public facilities to these areas. (2013)
- 7) The cost of providing key services and facilities to future development in Keizer is significant. (2013)
- 8) The Salem Keizer Area Transportation Study (SKATS) is a comprehensive regional transportation plan, and provides policies, standards, implementation programs and coordination for transportation improvements. The City of Keizer has participated in the development and update of the plan. (2013)

### **2. GOALS AND POLICIES: GENERAL**

#### **a. General Goals**

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

b. General Policies

- 1) Reduce generally the amount of public subsidy for public utilities, services and facilities in new development.
- 2) Restrict extension of major public facilities such as sewer and water to areas outside the Urban Growth Boundary, except for cases where exception to State Land Use Goals 11 and 14 can be secured, when agreed to by the City of Salem and Marion County and consistent with all applicable state requirements. (2013)
- 3) Require that long-term planning for major public facilities is based on logical, functional boundaries. For the purposes of planning these boundaries may be outside the urban growth boundary. (2013)
- 4) Encourage development in areas already served by major public facilities before extending services to unserved areas.
- 5) Establish as a low priority the extension of public facilities to the special policy area around the Willow Lake Sewage Treatment Plant.
- 6) Ensure that sewer and water services are provided at an urban level of service comparable to similar services provided throughout the Salem/Keizer urban area.
- 7) Continue to cooperate and participate with other jurisdictions in the region for the provision of regional services such as sewage treatment, solid waste disposal, public transportation, and other services of regional concern.
- 8) Ensure that public facility and service planning and implementation are consistent with the Urban Growth and Growth Management policies of this Plan.
- 9) Continue to participate in the SKATS, and ensure that the periodic updating of the plan recognizes the most current forecasts for population and employment growth, and other policies of this plan.
- 10) Prepare an updated Public Facilities Plan. (2013)

### 3. FINDINGS: TRANSPORTATION

#### a. General

- 1) The SKATS 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. (2013)
- 2) The SKATS effort assumed growth forecasts and a land use plan for Keizer consistent with the Keizer Comprehensive Plan. (2013)
- 3) The City of Salem has recognized the SKATS plan is relatively short range in nature and has therefore in 1990 adopted the Salem Transportation Plan. This plan, which applied to Salem only, reflects longer range population, employment, and land use projections.
- 4) The City of Keizer has adopted its own Transportation System Plan (TSP) and was recently updated in April 2009. The Keizer TSP contains findings, goals, objectives, and policies on a number of aspects related to the transportation system in Keizer. By this reference the TSP is made a part of the comprehensive plan. (2013)

### 4. GOALS AND POLICIES: TRANSPORTATION

#### a. General Goals

- 1) Maintain the goals and objectives of the Keizer Transportation Plan as the goal statements for the City of Keizer.

#### b. General Policies

- 1) The policies within the Keizer TSP, adopted April, 2009 are the basis for guiding surface transportation improvements in Keizer.
- 2) Encourage and assist in the updating of the SKATS.
  - a) Provide population and employment forecasts, and land use forecasts by traffic analysis zone to SKATS staff.
  - b) Continue to actively participate in the SKATS program.
- 3) Refer to the Keizer Revitalization Plan and River-Cherry Overlay District for policies, recommended improvements, and standards related to transportation in the Keizer Revitalization Plan area.

c. Roadways

- 1) The roadway classification system in Keizer is shown on Figure 4.2 in the Keizer TSP, adopted April, 2009. (2013)
- 2) The roadway classification design standards is shown on Figure 4.3 and 4.4 in the Keizer TSP, adopted April. (2013)
- 3) Ensure that Lockhaven Drive from North River Road to the Chemawa Interchange is carefully studied to determine the need for future widening, noise buffering, and for pedestrian crossing and safety improvements near the Whiteaker Middle School and along this street corridor. Require that existing and planned residential areas be protected from excessive noise levels resulting from an increase in traffic. (2013)
- 4) Ensure that the Third 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. (2013)
- 5) If the city voluntarily undertakes a street improvement project, which will increase traffic noise levels, it is the policy of the City of Keizer to protect existing residential uses from traffic noise levels that exceed those noise levels, which are typical of residential areas. Traffic noise levels below Leq67dBA are considered typical in an urban area and no mitigation of them shall be required. (2013)
- 6) Work with affected jurisdictions to evaluate and obtain the funding needed for improvements identified within the I-5 Interchange Area Management Plan. (2013)

d. Transit

- 1) Ensure that all new streets are 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. (2013)
- 2) Continue to work closely with the Salem-Keizer Area Transit District to:  
(2013)
  - a) Increase transit service throughout the City of Keizer and major points of employment, education, or shopping, or main connection points in Salem. (2013)
  - b) Ensure that major new developments provide transit facilities, and are designed in such a way to make transit service efficient and convenient.

- c) Work with the Transit District to ensure that the new transit station in Keizer remains a viable and functional component of the city's transportation system. (2013)
- d) Work with state and federal funding agencies to study the viability of providing a rail connection to Keizer with a priority being at, or near, the Keizer Transit Station located in Area B of the Keizer Station. (2013)
- e. Bicycles and Pedestrians.
  - 1) Maintain the bicycle routes as identified in the TSP. (2013)
  - 2) Extend the bicycle and pedestrian system on Wheatland Road north into the Clear Lake area. (2013)
  - 3) Establish a bike route north of Olson Street connecting North River Road with Windsor Island Road.
  - 4) Extend the bicycle and pedestrian system along Windsor Island Road north of Olson Street. (2013)
- f. Other
  - 1) Coordinate with Burlington Northern Railroad so that rail crossing at Lockhaven Drive does not cause rail or traffic congestion problems. (2013)

5. FINDINGS: SANITARY SEWER, WATER AND DRAINAGE

- a. Water
  - 1) The City of Keizer provides potable drinking water from deep groundwater wells. It is the responsibility of the Public Works Department to operate, maintain, improve, and replace the facilities necessary to produce, treat, and distribute water to the City. The City Council adopted a Water Master Plan Update in March 2013 that outlines and evaluates the current water system and the improvements necessary to accommodate the anticipated growth and correct current deficiencies. The Water Master Plan Update spans 20 years, outlining the projected needs of the City's water system between 2012 and 2032. The Master Plan is incorporated as part of the Comprehensive Plan. (2014)
  - 2) The Water Master Plan Update projects the existing groundwater wells will provide a safe capacity available to serve the City through 2032. (2014)

- 3) The Capital Improvement Program (CIP) in the Water System Master Plan Update outlines the improvements needed to accommodate the projected growth outlined in the plan and will need to be implemented between the years 2020 – 2030. There are other specific improvements that must be performed in 2013 – 2019 to correct current deficiencies. (2014)
  - 4) The Water Master Plan should be revisited in approximately 2023 and updated if necessary to ensure it remains a relevant document and accurate road map for system improvements or updates. (2014)
- b. Sanitary Sewer
- 1) The operation and maintenance of the sanitary sewer system, including wastewater treatment, is provided by the City of Salem through an Intergovernmental Agreement. This agreement is effective through June 2028 and allows for 2 successive renewal terms of 10 years each. The intergovernmental agreement is incorporated as part of the Comprehensive Plan. (2014)
  - 2) The City of Keizer provides sanitary sewer services to the boundary of the city limits. (2014)
  - 3) The Master Sewer Plan Update completed in 1994 provides the Capital Improvement Plan (CIP) for needed facilities to serve the area within the city limits. The master plan is incorporated as part of the Comprehensive Plan. (By statute, the CIP is not a land use decision.) (2014)
- c. Stormwater
- 1) The City of Keizer provides stormwater services. A stormwater master plan was prepared for the developed portion of the City in 1982, but no document currently exists that accurately captures the current conditions of the stormwater system. (2014)
  - 2) Keizer has utilized UICs for stormwater management in isolated locations throughout the City. The City currently has a DEQ approved WPCF permit for legal operation of these UICs. (2014)
  - 3) The analysis, forecasts and improvements identified in the drainage master plan and any updates of this plan are included in this plan by reference. (2014)
  - 4) The Federal Emergency Management Agency has 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. (2014)

- 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) Utilize the 2013 Water Master Plan Update to guide the improvements and updates to the water system. Perform for the recommended improvements in the CIP portion of the plan in accordance with the phases and timing outlined. (2014)
  - c. Sanitary Sewer Policies
    - 1) Meet all duties of the City of Keizer as specified in the Intergovernmental Agreement for Wastewater Treatment with the City of Salem to ensure the continued cooperation of both agencies is maintained. (2014)
  - d. Stormwater Drainage Policies (2014)
    - 1) Create a Stormwater Master Plan with the following policies:
      - a) The new stormwater 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. (2014)
      - b) Include an analysis of those areas of the City that are undersized and identify locations where realignment should occur. (2014)

## 7. FINDINGS: PARKS AND RECREATION

### General

- a. The total park and recreation lands existing in 2007 within the City are approximately 211 acres.
- b. A Parks Master Plan was developed and adopted in 1992. This plan was updated in 2007/2008 to include additional park property acquired since 1992

## 8. GOALS AND POLICIES: PARKS AND RECREATION

Keizer envisions a livable and interconnected community with a park system that:

- Preserves and maintains a comprehensive system of parks that provide for our community's growth;
  - Provides a system of unique destinations reflecting Keizer's pride in its parks and natural areas;
  - Enhances waterfront access to take advantage of the opportunities offered by our water resources;
  - Provides a system of trails to connect parks, open space, schools, neighborhoods and regional destinations; and
  - Includes facilities and programs that are responsive to the community's needs.
- 
- **Goal 1:** Provide well-designed, accessible and safe parks, recreation facilities, and natural open space areas.
  - **Goal 2:** Maximize opportunities for public enjoyment of waterfront access.
  - **Goal 3:** Connect neighborhoods with parks, schools, natural open space areas, and the waterfront, as well as downtown and the region.
  - **Goal 4:** Meet the park and recreation needs of Keizer's growing community.
  - **Goal 5:** Ensure that a program of recreation services is available for community members of all ages and abilities.
  - **Goal 6:** Provide efficient and high quality maintenance of parks, facilities, and natural open space areas.
  - **Goal 7:** Be an efficient and effective provider of the parks and recreation services desired by the community.
  - **Goal 8:** Encourage public involvement in park and recreation issues.

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.
- 2) 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, sited 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) Work with other jurisdictions in the region to ensure land use and related issues are appropriately coordinated. (2014)

#### b. General Policies

- 1) Pursue the comprehensive plan coordination association as the institutional means to ensure coordination in the Salem/Keizer urban area. (2014)
- 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. (2014)
- 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 as often as directed by the Oregon Department of Land Conservation and Development in order to satisfy the periodic review requirements of ORS 197.640.
  - 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.

## G. AGRICULTURAL LANDS

### 1. FINDINGS: GENERAL

- a. Typically, agricultural zones permitting commercial farming are located outside of cities and are governed by county regulations. Keizer, like numerous other Oregon cities once had a number of farms and farm uses within its jurisdiction but over time these have been replaced with other urban uses. The pattern of development is that over time cities become developed with urban densities and with uses that are often not compatible with commercial farming practices. However, within Keizer there are two zone designations that each allow for commercial agricultural uses. These are the Exclusive Farm Use (EFU) and Special Agriculture (SA) zones. Each of these has its own set of city regulations.
- b. Legislative policy and the Land Conservation and Development Commission Goal No. 3 on agricultural lands also indicates a need to preserve agricultural lands. This State Goal defines agricultural lands in western Oregon as land predominantly comprised of Class I - IV soils identified by the Natural Resource Conservation Service (NRCS) classification system and other lands which are suitable for farm use. Farm use is also defined as set forth in ORS 215.293 (2) (a) (1997 edition): .....“farm use” means the current employment of land for the primary purpose of obtaining a profit in money by raising, harvesting and selling crops or by the feeding, breeding management and sale of, or the produce of, livestock, poultry, fur-bearing animals or honeybees or for dairying and the sale of dairy products or any other agricultural or horticultural use or animal husbandry or any combination thereof. “Farm use” includes the preparation, storage and disposal by marketing or otherwise of the products or by-products raised on such land for human use and animal use. “Farm use” also includes the current employment of land for the primary purpose of obtaining a profit in money by stabling or training equines, including but not limited to provide riding lessons, training clinics and schooling shows. “Farm use” also includes the propagation, cultivation, maintenance and harvesting of aquatic species and bird and animal species to the extent allowed by the rules adopted by the State Fish and Wildlife Commission. “Farm use” includes the on-site construction and maintenance of equipment and facilities used for the activities described in this subsection. “Farm use” does not include the use of land subject to the provisions of ORS Chapter 321, except land used exclusively for growing cultured Christmas trees as defined in subsection (3) of this section, or land described in ORS 321.267 (1) (e) or 321.415 (5). The State goal as amended in 1994 indicates that these lands shall be preserved by applying Exclusive Farm Use zoning consistent with the requirements in OAR 660- 033. These statutes and rules define high-value farmland and establish review criteria for many of the uses allowed in EFU zones. As a result, the state land use program provides greater protection for high value farmland compared with other farmland protected under Goal 3.
- c. It is the intent of the City of Keizer to maintain the ability to economically farm these lands by limiting conflicts with non-farm uses. This will be accomplished

by prohibiting incompatible non-farming activities and by limiting land division to those compatible with agricultural needs consistent with the requirements of either ORS 215.213 or 215.283 and OAR 660-033.

- d. The primary tools available to accomplish this goal are farm zoning and land division controls. Through the exercise of these controls, the agricultural industry can be maintained in the future. Even though land use controls can be effective in preserving agricultural lands, by far the most important aspect of this program is public attitude. Public support, particularly from farmers, farm related industry, and those people owning farm land in the County, is the real foundation upon which agricultural land preservation policies will be maintained.
- e. Exclusive Farm Use
  - 1) The City of Keizer has an EFU zone which consists of one property. The property is located adjacent to the Willow Lake Treatment Plant and is also within the Special Policy Area overlay zone surrounding the treatment plant which is the result of a coordinated effort by the City of Salem and the City Keizer regarding concerns from odor and sounds emitting from the treatment facility. It seeks to minimize uses and potential complaints from adjacent property owners to the use of the treatment facility.
  - 2) While the city's EFU zoning requirements allow for the continued agriculture use of the property. Since the designation only involves property that is within the city limits and not outside the urban growth boundary it is not a requirement of the city that this zone district comply with all the requirements that have been adopted by the state. In addition, this EFU district is planned to one day be developed in a manner more consistent with urban development patterns which means it may be in other uses than farming. The EFU zone prohibits any residential development through the subdivision or partition process. While the EFU zone is fairly limiting in what it will allow, it is envisioned that a zone change to another zone would be requested by a property seeking to allow a change of use on the property. Such a rezone proposal will need to be consistent with all city procedures and process.
- f. Special Agriculture
  - 1) The other agriculture zone which the city has is the Special Agriculture zone. Unlike the city's EFU zone district the SA is an EFU qualifying zone. This zone is applied to land that was a Marion County EFU zoned area that was annexed into the city limits but is located outside of the urban growth boundary. Because it is not within the city's urban growth boundary it needs to have a zone designation that is consistent with state requirements governing uses within agricultural areas. Hence, the need for it to be an EFU qualifying zone. The SA zone is structurally modeled on the Marion County EFU zoning regulations

with the significant difference being the list of conditional uses has been reduced.

- 2) One area which recently was designated SA is the area in the western part of the city adjacent to the Keizer Rapids Park. This area which until recently had been designated Marion County EFU. The adjacent park was approved by Marion County with a conditional use permit for the development of a park. The annexation of a parcel which is currently outside the city limits will allow the city to be able to acquire it using urban renewal funding. With the annexation, the city will be able to process all land use applications and provide all public safety services without having to rely on the County. The caveat is that if the parcel remains outside of the urban growth boundary, it then needs to be zoned with an EFU qualifying zone and that all uses of the property be in accordance with this zone designation.
- 3) The intent of the SA designation is to establish an EFU qualifying zone and to allow for uses which are allowed within this zone district and that these uses be done in a manner that will not adversely impact any nearby farm uses. The SA zone will prohibit residential development through subdivisions or partitions and will also prohibit the extension of sanitary sewer to serve any SA designated parcels. Lands with the SA designation are to be developed in accordance with the city's SA zone requirements and also with all applicable state statutes and rules governing resource zones. As this may limit the full use of the any SA designated lands it may be appropriate to consider bringing these lands into the urban growth boundary. As lands with this designation are inside the city limits yet outside the urban growth boundary consideration shall be given to including these lands as part of any future urban growth expansion that the city may someday endeavor.

## 2. GOALS AND POLICIES: AGRICULTURAL LANDS

### a. General Goals

- 1) To preserve and maintain agricultural lands for uses that are consistent with the present and future need for agricultural products, forest and open space.

### b. General Policies

- 1) Preserve lands designated as Special Agriculture from incompatible uses through the implementation of the corresponding SA zone.
- 2) Maintain agricultural lands in the largest areas as possible to encourage larger scale commercial agricultural production.
- 3) Limit residential uses on high value lands to those dwellings where past income from the sale of farm products demonstrate that the dwelling will be in conjunction with the farm use. Non-farm dwellings should be limited to existing parcels composed of non-high value soils where the dwelling will be compatible with the surrounding farm area.

The approval of non-farm residences shall be based upon findings that the proposed dwelling meets the applicable criteria in OAR 660-033. Approval of a dwelling in the farm designation shall be based on the applicable criteria in OAR 660-033 or OAR 660-006.

- 4) Divisions of agricultural lands shall be reviewed by the City and comply with the applicable minimum parcel size and the criteria for the intended use of the property.
- 5) When the creation of a non-farm parcel is warranted, the size of the parcel shall be as small as possible to preserve the maximum amount of farmland in the farm parcel. Requirements may need to be imposed when non-farm parcels are allowed in farm use areas to minimize the potential for conflicts with accepted farm management practices on nearby land. These may include special setbacks, deed restrictions and vegetative screening.
- 6) Discourage development of non-farm uses on high value farmland unless such uses are allowed by either the SA or EFU zone designation and that they are done in a manner that will not cause adverse impacts on nearby farm uses.
- 7) Development of a non-farm proposal that will be developed in conjunction with an adjacent use that received land use approval and which will be developed consistent with a master plan shall be given special consideration.
- 8) Lands that are designated City of Keizer EFU are lands that are within the city limits and while these lands may be currently in agriculture use it is recognized that at some future time they may be rezoned and developed to allow uses consistent with that zone designation.
- 9) Consideration shall be given to including lands designated SA into the Urban Growth Boundary (UGB) at some future point if the city endeavors to pursue a UGB expansion.

## **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,

**D. DOCUMENTS INCORPORATED INTO PLAN**

1. Master Sewer Plan Update 1992
2. Master Sewer Plan Update December 1993
3. Dual Interest Area Agreement
4. Master Sewer Plan Update January 30, 2003
5. Parks and Recreation Master Plan dated January 2008
6. City of Keizer Transportation Systems Plan (April 2009)
7. Keizer Revitalization Plan dated November 2019

**VI. APPENDIX**

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



APPENDIX 1

CITY COUNCIL, CITY OF KEIZER, STATE OF OREGON

Resolution R85-149

ESTABLISHING CITY OF KEIZER CITIZEN INVOLVEMENT PROGRAM

WHEREAS, Statewide Planning Goal number 1 requires citizen involvement in the land use planning process; and

WHEREAS, the City of Keizer supports a citizen involvement process which will encourage citizens to become informed regarding planning factors, to understand planning issues, and to have input in land use decisions; and

WHEREAS, the City of Keizer has appointed a Citizen Involvement Committee responsible for creating a citizen involvement program that will meet the requirements of Goal 1 and the State Citizen Advisory Committee guidelines; and

WHEREAS, the Citizen Involvement Committee has developed a recommended Citizen Involvement Program for the City of Keizer as set forth below;

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Keizer, that the goal and objectives of the City of Keizer Citizen Involvement Program are as follows:

GOAL: Insure the opportunity for citizens to be involved in all phases of the Land Use Planning Process.

OBJECTIVES:

1. To provide for widespread citizen involvement.

A. The City Council shall create a citizen Planning Advisory Committee (PAC) that is representative of Keizer citizens geographically and in members'

1 interest in land use planning.

- 2 1) The names of the PAC members shall be  
3 publicized to encourage input from the  
4 general public to the PAC.  
5 2) The PAC shall designate time on the meeting  
6 agendas for public input.  
7 3) The PAC shall set and post meeting times/  
8 dates to maximize the opportunity for public  
9 attendance.  
10 4) Vacancies on the PAC will be filled through  
11 an open, well-publicized selection  
12 procedure.  
13 5) The PAC shall ensure that the media is notified  
14 of meetings and encourage the local media to  
15 attend.

16 B. The PAC/City Council shall hold townhall meetings  
17 and public hearings prior to adoption of the  
18 Comprehensive Plan.

- 19 1) Maps and/or written background information  
20 shall be available for citizens to study at  
21 City Hall prior to meetings.  
22 2) Townhall meetings and public hearings shall  
23 be well-publicized in advance.

24 C. The City Council shall create a Citizen Involvement  
25 Committee which shall:

- 26 1) Publicize the Citizen Involvement Program.



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etc.

B. Use procedures and practices conducive to citizen involvement.

- 1) PAC and City Council members shall be clearly identified so citizens know to whom they are speaking.
- 2) Public input procedures should be explained at the beginning of meetings.
- 3) Other procedures should be clearly established by the PAC or City Council, such as whether the general public may participate in discussions or ask questions during meetings.

C. Provide opportunities for citizen feedback to members of the PAC and/or City Council.

- 1) Provide evaluation sheets at each townhall meeting or hearing;
- 2) Solicit feedback to determine effectiveness of the citizen involvement program regarding:
  - a) How citizen heard about meeting.
  - b) Type of interest and/or ownership in real property (commercial, industrial, residential, etc.).
  - c) Understanding of comprehensive plan process.



1 Program to the City Council.

2 B. The City Council shall adopt the Citizen Involve-  
3 ment Program and provide funding for its  
4 implementation.

5 5. To allow regional citizen participation.

6 The City shall seek implementation of a regional  
7 coordination program that provides opportunities to  
8 participate in decisions of agencies that may be  
9 planning for development in the region but whose  
10 planning activities may fall outside of the City's  
11 comprehensive planning process.

12 6. To evaluate citizen involvement of the general public  
13 and participants in the planning process.

14 A. Awareness of the general public of media coverage  
15 of the planning process shall be periodically  
16 evaluated.

17 B. Awareness of the general public to meeting  
18 notices (and announcements) shall be periodically  
19 evaluated.

20 C. Periodic discussion shall be held between the PAC  
21 and Citizen Involvement Committee to evaluate the  
22 effectiveness of citizen participation.

23 D. A final review of the citizen involvement program  
24 shall be conducted prior to City Council adoption  
25 of the Comprehensive Plan.

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PASSED this 15th day of July, 1985.

SIGNED this 15th day of July, 1985.

  
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Mayor

  
\_\_\_\_\_  
City Recorder

APPENDIX 2  
AGREEMENT ESTABLISHING A  
REGIONAL COMPREHENSIVE PLAN COORDINATION ASSOCIATION

WHEREAS, the Cities of Salem and Keizer and Marion and Polk Counties are authorized under the provisions of ORS 109.003 to 190.030 to enter into intergovernmental agreements for the performance of any or all functions that a party to the agreement has authority to perform; and

WHEREAS, ORS 197.705 through 197.795 and OAR 660-03-010 requires counties and cities to prepare and adopt comprehensive plans consistent with statewide planning goals, and to enact ordinances or regulations to implement the comprehensive plan; and

WHEREAS, Statewide Planning Goal No. 2 requires that city, county, state, federal, and special district plans and actions related to land use shall be consistent with the comprehensive plans of cities and counties and regional plans adopted under ORS 197.705 through 197.795; and

WHEREAS, the parties hereto recognize that it is necessary to cooperate with each other regarding their land use activities, and recognize that as their comprehensive plans and implementing ordinances are amended from time to time, that they should remain consistent and coordinated with each other; and

WHEREAS, the parties consider it mutually advantageous to establish a process for coordinating comprehensive planning activities and for resolving issues of fact that require regional coordination by establishing a regional coordination association.

NOW, THEREFORE, Marion and Polk Counties, and the Cities of Salem and Keizer agree as follows:

1) A voluntary regional coordination association is hereby established and shall be referred to as the Salem/Keizer Area

Planning Advisory Committee (SKAPAC).

2) SKAPAC shall consist of two standing subcommittees; one a staff subcommittee and one an elected officials subcommittee. The staff subcommittee shall consist of one representative from the staff of each of Marion County, Polk County, City of Salem, and City of Keizer. The elected officials subcommittee shall consist of one elected official from each of the above referenced jurisdictions.

3) The goals of SKAPAC are as follows:

a. To provide a conflict resolution mechanism with respect to the factual aspects of legislative land use decisions in the region.

b. To provide a coordinated regional recommendation with respect to facts which can then be more effectively used by each political body to reach appropriate legislative decisions.

c. To clarify the facts which are used by the various political bodies within the region without impinging on the legislative authority of each of those political bodies.

d. It shall not be the role of SKAPAC to make final legislative or quasi-judicial decisions.

4) Where it appears to one of the jurisdictions within the region that a Comprehensive Plan or comprehensive planning activity has raised or has uncovered an issue or issues of fact that require regional coordination, the following procedure shall be followed:

a. The issue shall be brought before the SKAPAC staff subcommittee by the staff person or elected official of one of the member jurisdictions. The presentation shall include

a complete staff report together with a record of any and all public hearings and a description of any citizen involvement in the process along with a recommendation and proposed findings and conclusions. The staff subcommittee will determine whether or not there is a need for coordination with respect to that particular issue. If it is determined that there is a need for regional coordination, the staff subcommittee will attempt to reach agreement with respect to a recommendation. The staff subcommittee shall set forth its conclusions in written form. Those conclusions shall be promptly delivered to the member jurisdictions. If the staff subcommittee can reach unanimous agreement with respect to the issue, its decision shall become the recommendation of SKAPAC with respect to the issue in question unless objected to as provided herein.

b. If the SKAPAC staff subcommittee cannot reach unanimous agreement with respect to the issue or the staffs' proposed resolution of the issue is not satisfactory to any one of the affected jurisdictions, then the elected officials subcommittee shall consider the issue. The elected officials subcommittee shall set forth its conclusions in written form. Those conclusions shall be promptly delivered to the member jurisdictions. If the elected officials subcommittee can reach unanimous agreement with respect to the issue, its decision shall become the recommendation of SKAPAC with respect to the issue in question unless objected to as provided herein.

c. If the SKAPAC elected officials subcommittee cannot reach unanimous agreement with respect to the issue or the elected official's proposed resolution of the issue is not

satisfactory to any one of the affected jurisdictions, then the matter shall be brought before a joint meeting of the governing bodies of the affected jurisdictions.

d. If the governing bodies cannot reach unanimous agreement with respect to the issue, then the proposing jurisdiction may take whatever action it deems appropriate. Member jurisdictions shall have standing in any appeal of a final decision in the matter. A summary of the proceedings before SKAPAC shall become a part of the record on appeal of any final decision that involves the matter.

5) Any cost associated with the administration of SKAPAC shall be born by the member jurisdictions through the involvement of staff representatives from those jurisdictions. The SKAPAC staff subcommittee shall, by unanimous consent, provide for distribution of administrative duties and responsibilities among the staff representatives on the subcommittee, provided however, that the member jurisdiction that brings an issue before SKAPAC for consideration shall provide staff and other support to set up any meetings of hearings that are required for resolution of the matter and shall provide someone to conduct the meetings or hearings and to provide a record of any meetings or hearings and to prepare and distribute any written conclusions.

6) Any of the four jurisdictions may elect to not participate in proceedings before SKAPAC upon a vote of the governing body of the jurisdiction indicating the jurisdiction is willing to accept the recommendation of SKAPAC with respect to the issue in question.

7) Time frames shall be established as follows:

a. The SKAPAC staff subcommittee shall have 21 days after an issue is presented by a member jurisdiction to attempt to reach unanimous agreement and to make a recommendation with respect to the issue.

b. If a member jurisdiction disagrees with the recommendation from the staff subcommittee, it must request presentation to the SKAPAC elected officials subcommittee by written notice to the member jurisdictions within 14 days of receipt of the staff subcommittee's written conclusions. Otherwise, the staff subcommittee recommendation shall become the final recommendation of SKAPAC with respect to the issue.

c. The presentation to the elected officials subcommittee shall be completed within 14 days of the date on which referral to that subcommittee has been requested or the date on which it is determined that the staff subcommittee cannot reach unanimous agreement on the issue.

d. The SKAPAC elected officials subcommittee shall have 14 days from the date of presentation to attempt to reach unanimous agreement and to make a recommendation with respect to the issue.

e. If a member jurisdiction disagrees with the recommendation from the elected officials subcommittee, it must request a joint meeting of the governing bodies of the affected jurisdictions within 14 days of receipt of the recommendation by the elected officials subcommittee. Otherwise, the elected officials subcommittee recommendation shall become the final recommendation of SKAPAC with respect to the issue.

f. The joint meeting of the governing bodies of the affected jurisdictions shall be held within 14 days of the date on which the member jurisdiction requests the meeting.

g. The above time frames may be extended or reduced by unanimous vote of the elected officials subcommittee. The elected officials subcommittee shall agree to shorten time frames or eliminate steps if necessary to meet the requirements of State law and the needs of a member jurisdiction with a pending application.

h. When time deadlines have been exhausted and conclusions become the final recommendation of SKAPAC, the member jurisdiction that presented the matter to SKAPAC for consideration shall provide notice to all of the member jurisdictions.

8) Within 14 days of the joint meeting of the affected member jurisdictions, each said member jurisdiction shall consider the matter and shall respond in writing to each other jurisdiction with the position that jurisdiction has decided to take. It if would be necessary for an affected jurisdiction to process a Comprehensive Plan amendment and/or an amendment to an implementing ordinance in order for all plans within the Salem/Keizer Urban Growth Boundary (UGB) to be coordinated as required by State law, given facts suggested by a final recommendation of SKAPAC above, each said affected jurisdiction shall begin immediately to consider the matter and to take the steps necessary to bring the plans within the UGB into coordination. In any case, a summary of the proceedings before SKAPAC shall become part of the record on appeal of any final decision that involves

the matter and all jurisdictions agree to continue any pending hearing until after the conclusion of this process. Member jurisdictions shall have standing in any appeal of a final decision.

9) SKAPAC may propose further rules outlining its purposes, function, membership, regular meeting dates, provisions for citizen involvement, and any other procedural or substantive matters deemed necessary by its members. Such further rules must first be adopted by unanimous vote of the elected officials subcommittee. Rules that affect the substantive rights of member jurisdictions must be ratified by all member jurisdictions.

10) The following are examples of some types of land use matters that may require coordination among the jurisdictions in the region:

a) Decisions that involve 5 or more properties under separate ownership, or 15 or more acres.

b) Decisions that will result in a change in the regional urban growth boundary.

c) Decisions that will result in a change in plan policy text or background information or implementing ordinance text.

d) A difference between jurisdictions in the interpretation of plan policy text, background information or implementing ordinance text.

e) Decisions regarding areas defined as dual interest areas.

Zone changes and permit applications that comply with a jurisdiction's Comprehensive Plan and that do not involve one of the matters listed above do not require regional coordination. The

jurisdictions may be able to maintain regional coordination with respect to the above or other matters without following the formal process set forth above. However, the process set forth above is available to the jurisdictions to deal with matters that may arise from time to time. In addition, the member jurisdictions may agree to use SKAPAC and the process set forth above for purposes not identified in this agreement.

CITY OF KEIZER

CITY OF SALEM

By: \_\_\_\_\_

By: \_\_\_\_\_

Approved as to Form:

Approved as to Form:

\_\_\_\_\_  
City Attorney

\_\_\_\_\_  
City Attorney

MARION COUNTY

POLK COUNTY

By: \_\_\_\_\_

By: \_\_\_\_\_

Approved as to Form:

Approved as to Form:

\_\_\_\_\_  
Legal Counsel

\_\_\_\_\_  
Legal Counsel

