

Keizer Revitalization Plan Memorandum #2 Existing Conditions April 12 Draft

Nate Brown
City of Keizer
930 Chemawa Road NE
Keizer, Oregon 97303

Prepared By:
Otak, Inc.
808 SW 3rd Ave. Suite 300
Portland, OR 97204
Project No.17428A



TABLE OF CONTENTS

	Page
Section 1 — Study Area	3
Section 2 — Land Use	4
Comprehensive Plan Designations and Zoning.....	4
Land Use Patterns.....	9
Property Characteristics.....	11
Section 3— Demographics and Employment	13
Keizer Demographic Profile	13
Employment	21
Keizer Population and Housing Projections.....	25
Section 4— Transportation.....	27
Operational and Physical Characteristics	27
Qualitative Multimodal Assessment	30
Projected Land Uses.....	35
Planned Public Improvements	39
Location of major employers and trip generators.....	40
Section 5— Public Facilities	42

Figures

Figure 1— Study Area Map	3
Figure 2— Comprehensive Plan Map.....	4
Figure 3— Comprehensive Plan Designations.....	5
Figure 4— Zoning Map	6
Figure 5— Comparing the acreages from the Comprehensive Plan and City Zoning	9
Figure 6—Land Use Map.....	10
Figure 7—Property Value per Square Foot	11
Figure 8—Vacant Land.....	12
Figure 9—Race and Ethnicity	14
Figure 10—Percent Hispanic or Latino by Census Block Group.....	15
Figure 11— Share of Households within Income Groups, City of Keizer.....	16
Figure 12— Median Household Income by Census Block Group	17
Figure 13— Educational Attainment by Census Block Group.....	18
Figure 14— Renter Occupied Units by Census Block Group.....	19
Figure 15— Share of Households by Age of Householder, City of Keizer	20
Figure 16— Number of People per Household, City of Keizer	21
Figure 17— Jobs per Square Mile	22
Figure 18— Job Inflow/Outflow.....	23
Figure 19— Employment by Industry: Jobs in Keizer vs. Resident Jobs	24
Figure 20— Projected Future Need for New Housing Units (2013-2033), City of Keizer	26
Figure 21— River Road Cross Section Standard.....	28
Figure 22— Cherry Avenue Cross Section Standard.....	28
Figure 23— Total Entering Volume (TEV) Comparison	29
Figure 24— Existing Pedestrian Facilities	31
Figure 25— Existing Bicycle Facilities	33
Figure 26— Existing Transit Facilities	34

Figure 27— Keizer Population Growth, 1983-2017	36
Figure 28— Changes in Households by TAZ (2010 to 2035)	37
Figure 29— Changes in Employment by TAZ (2010 to 2035)	38
Figure 30— Employment Density by TAZ, 2009	40
Figure 31— Projected Employment Density by TAZ, 2035	41
Figure 32— Public Facilities	42

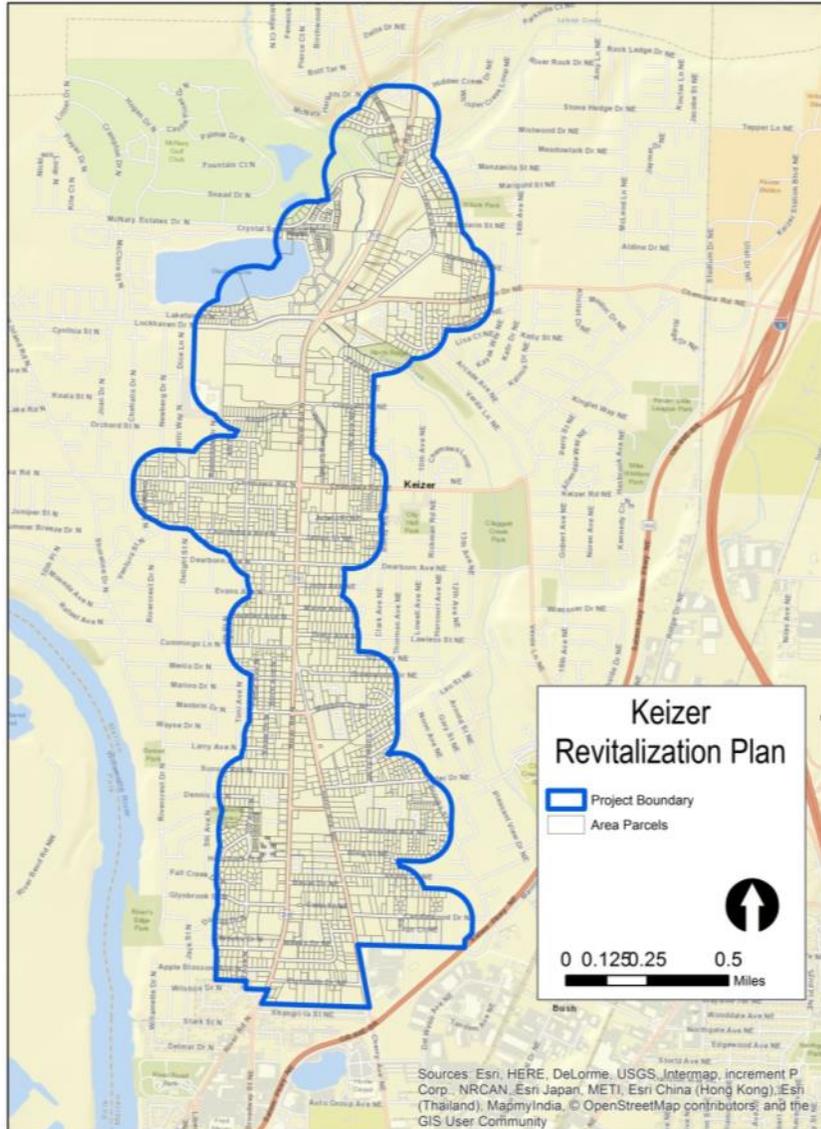
Tables

Table 1—Comprehensive Plan Designations	5
Table 2—Zoning Designations in Study Area by Number of Parcels	7
Table 3—Keizer Demographic Profile	13
Table 4—Comparing 2018 Population to 2033 Forecast	25
Table 5— Existing Study Area Roadway Characteristics	27
Table 6— Qualitative Multimodal Assessment	30
Table 7— Keizer Revitalization Plan Project Study Area Population and Land Use Summary	35
Table 8— City of Keizer Financially Unconstrained Projects and Prioritization: River Road Projects	39
Table 9— City of Keizer Financially Unconstrained Projects and Prioritization: Projects Connected to River Road	39

Section 1 — Study Area

The Revitalization Plan is focused on the land roughly aligning with the River Road and Cherry Avenue corridors. For the analysis portions of this Existing Conditions report, a geographic study area was developed by selecting the properties planned and zoned for commercial or multi-family use, as well as the land extending approximately 500 feet beyond. The south end was clipped off where it extended past the city limits.

Figure 1— Study Area Map



Source: City of Keizer, Marion County, ESRI

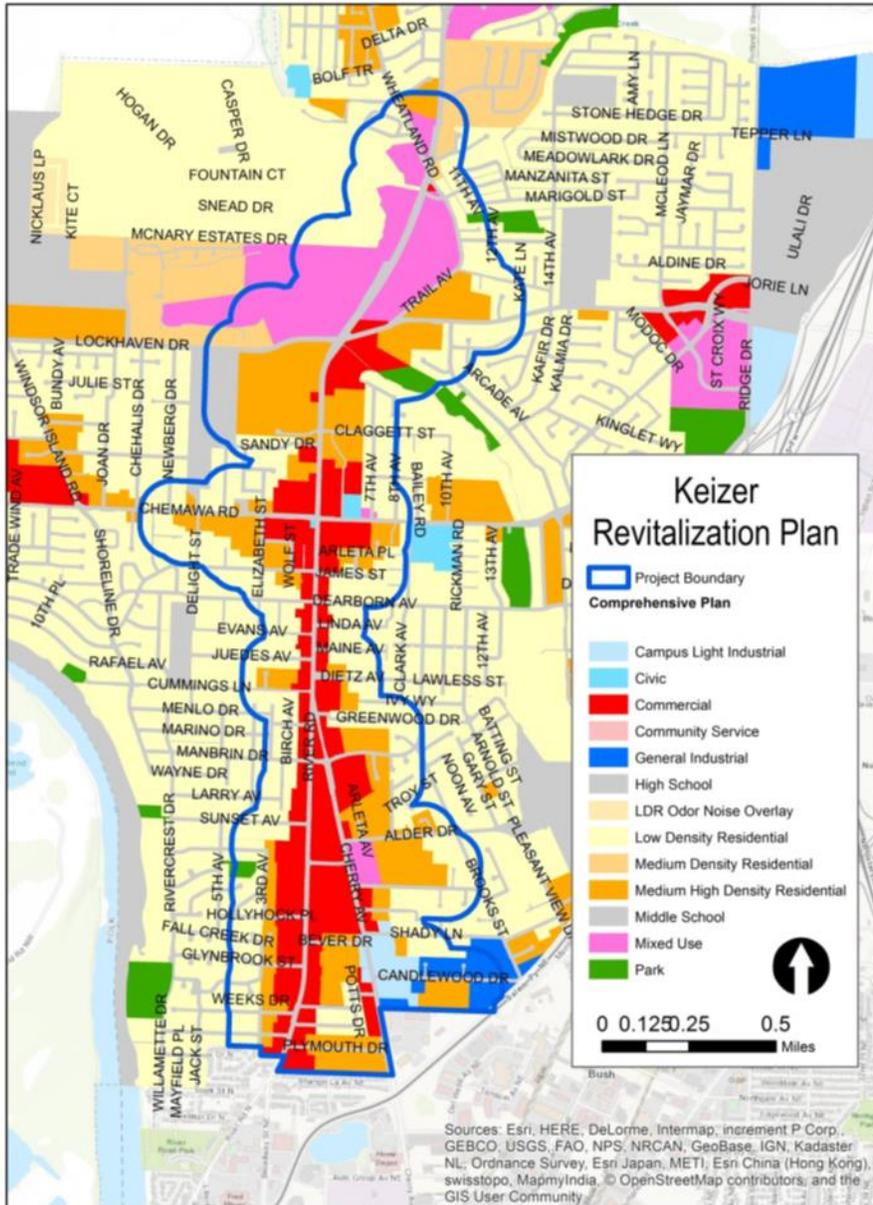
The boundary, shown in blue on the map in Figure 1 covers just over 1,000 acres. The City of Keizer includes a total of 4,590 acres and contains more than 5,000 properties. The study area includes the majority of the City's land that is designated for commercial and multi-family uses. The project boundary has been expanded beyond the immediate commercial corridors to ensure that the project also examines how people living near the commercial areas travel to and from, and the types of experiences they have.

Section 2 — Land Use

Comprehensive Plan Designations and Zoning

Adopted in 2014 the Comprehensive Plan describes the current and future Keizer through maps, goals and policies. Draft Memorandum #1 summarizes the Comprehensive Plan policies and goals that are relevant to the Keizer Revitalization Plan process. Figure 2 below depicts Comprehensive Plan designations for land within the city.

Figure 2— Comprehensive Plan Map



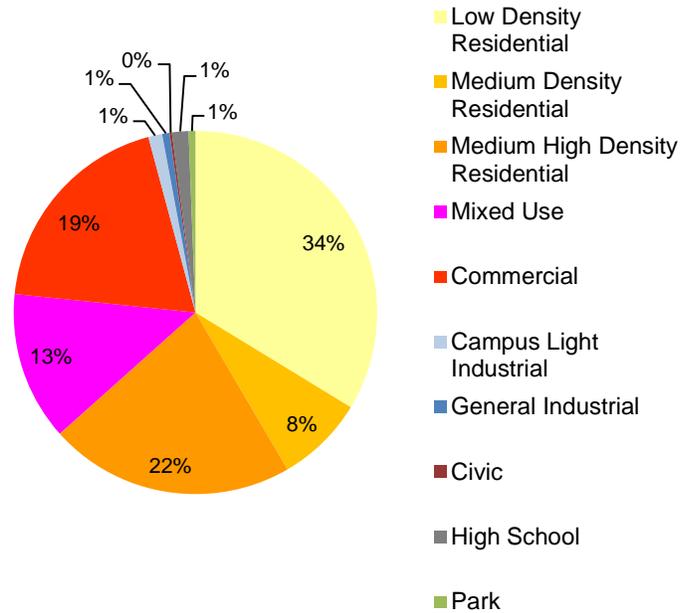
Source: City of Keizer, ESRI

The majority of Keizer’s commercially designated lands are within the project study area. It is also home to the lands designated for medium and medium-high density residential development. The composition of comprehensive plan districts within the study area is described in Table 1 and Figure 3 below.

Table 1—Comprehensive Plan Designations
Acres within Study Area

Comprehensive Plan Designation	Acres
Low Density Residential	388
Medium Density Residential	90
Medium High Density Residential	251
Mixed Use	152
Commercial	221
Campus Light Industrial	14
General Industrial	8
Civic	2
High School	17
Park	7
Total	1,150

Figure 3— Comprehensive Plan Designations
Percentage of Study Area

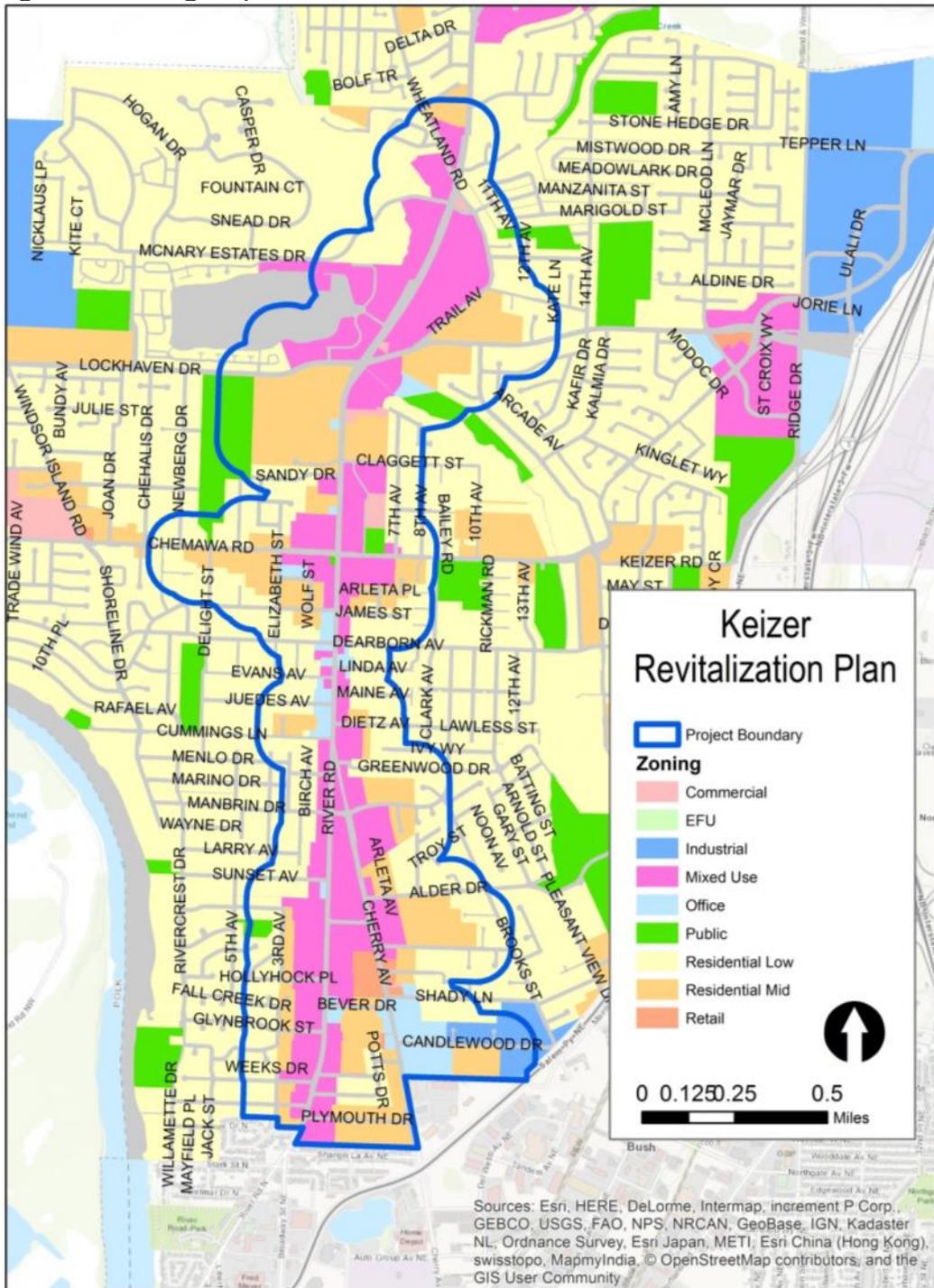


Source: Marion County Assessor, City of Keizer

The majority of the land directly along the River Road/Cherry Ave corridors is zoned for commercial use. Because the boundary for the study area extends 500 feet beyond the properties zoned for commercial use and multi-family residential housing, a large share of the land within this analysis area is designated for single-family, medium-, and medium-high density housing. The breakdown of uses shown above describes how the land is apportioned.

An examination of zoning within the study area reveals no surprises. In general, zoning closely relates to the comprehensive plan, as shown in Figure 4.

Figure 4— Zoning Map



Source: City of Keizer, ESRI

The Comprehensive Plan map illustrates the City’s long term vision of future land use—think of it as the City’s constitution. The zoning tells us what is allowed on the land today—think of it as the law that implements the comprehensive plan. These maps are generally aligned, with the zoning code providing the details that shape physical development.

Table 2 below depicts the most common zoning categories within the study area, based on number of parcels (rather than acreage).

Table 2—Zoning Designations in Study Area by Number of Parcels

Zoning Category	Number of Parcels
Commercial General	8
Commercial Mixed Use	230
Commercial Office	34
Commercial Retail	15
Industrial Business Park	32
Industrial General	32
Mixed Use	121
Limited Density Residential	57
Medium Density Residential	297
Single Family Residential	1322
Total	2,148

Source: Marion County Assessor, City of Keizer

The following abbreviated purpose statements are taken from the City’s zoning code. They describe the intent of each of the prominently seen zoning districts within the study area.

Commercial Mixed Use and Mixed Use – 351 Parcels Combined

This designation covers the majority of the non-residential land within the study area. Nearly every parcel fronting on River Road is zoned for mixed use.

The Commercial Mixed Use (CM) zone is the primary commercial zone within the city. The zone is specifically designed to promote development that combines commercial and residential uses. The Mixed Use (MU) zone promotes development that combines differing uses (permitted or special permitted) in a single building or complex. This zone will allow increased development on busier streets without fostering a strip commercial appearance. The zone 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.

Commercial Office – 34 Parcels

Office lands are limited to two general locations, both at the southern end of Cherry Avenue and closer to the middle of the study along the section of River Road between Greenwood and Dearborn.

The purpose of the CO (Commercial Office) zone is to provide areas suitable for professional and general commercial offices, membership organizations, similar low intensity, non-retail commercial activities and medium and high density residential accommodations. The Commercial Office zone is appropriate locations that call for limited traffic generation.

Industrial Business Park and Industrial General – 64 Parcels Combined

The IBP zone is intended to provide for high quality light industrial and office parks with related commercial uses. It sets high design standards focusing on visual aesthetics, while providing a framework for the marketplace to work within creating vibrant, economically viable commerce centers. The IG zone is used to provide for typical industrial uses such as warehousing, processing, packaging, fabricating of finished goods and equipment with related outdoor storage and incidental sales. The General Industrial zone is appropriate in those areas with good

access to an arterial street or highway for transport of bulk materials and where the noises, lights, odors, and traffic hazards associated with permitted uses will not conflict with local and collector streets.

Medium Density Residential – 297 Parcels

This zoning is commonly home to apartment and condominium buildings. Within the study area it generally resides between the Mixed Use properties along River Road and the single-family neighborhoods beyond. The RM (MEDIUM DENSITY RESIDENTIAL) zone is primarily intended for multiple family development on a parcel, or attached dwellings on separate lots, at medium residential densities. Other uses compatible with residential development are also appropriate. They are suited to locations near commercial areas and along collector and arterial streets where limited access is necessary so that traffic is not required to travel on local streets through lower density residential areas.

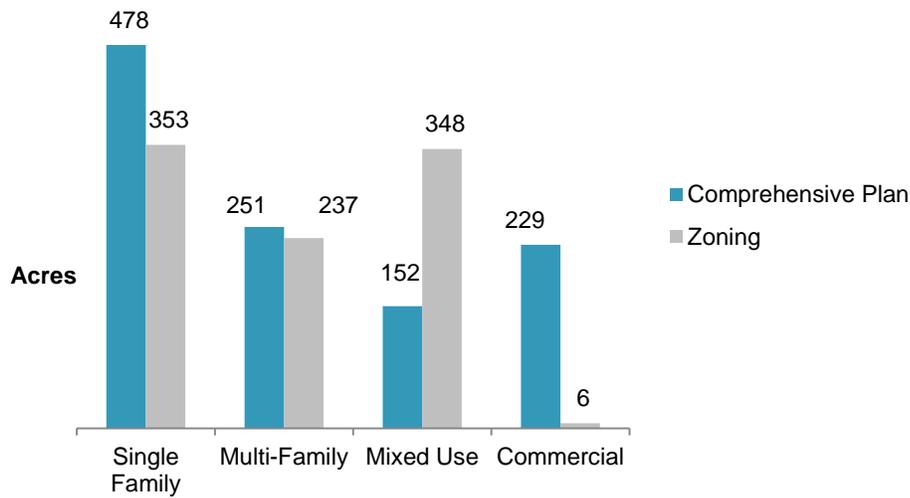
Single Family Residential – 1322 Parcels

While single-family comprise the largest share of parcels the lots are small, generally smaller than one-quarter of an acre and occupy around one-third of the area. They are home to many of the customers relied upon by Keizer's commercial enterprises.

The purpose of the RS (Single Family Residential) zone is to allow development of single family homes on individual lots provided with urban services at low urban densities. Other uses compatible with residential development are also appropriate.

The two main differences between the comprehensive plan and the zoning are found in the commercial areas and nearby housing. The comprehensive plan shows more commercial and less mixed-use land. The zoning category of mixed-use is used to cover lands that are commercial in the comprehensive plan within the corridor. This is a common occurrence as the zoning has been modified to reflect modern development aspirations that include having varying uses within close proximity to provide greater access to goods and services without the typically accompanying increases in automobile traffic. The second item of note is that fewer acres are zoned multi-family than what are shown in the comprehensive plan.

Figure 5— Comparing the acreages from the Comprehensive Plan and City Zoning



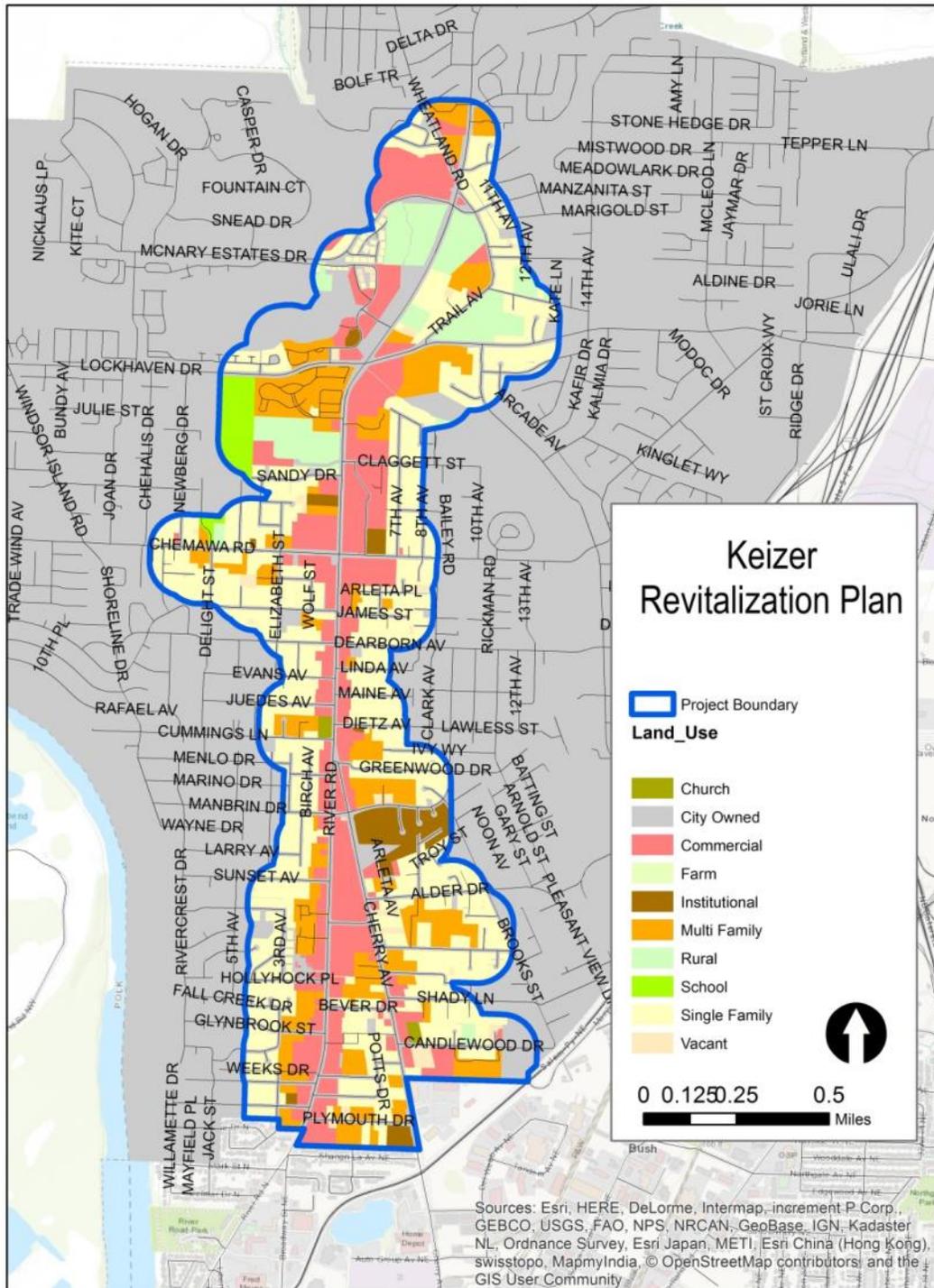
Source: Marion County Assessor / City of Keizer

This type of “underbuild” is common in Oregon. In this case, the graph below shows that are roughly 40 acres who’s zoning allows for less development than called for by the plan. These are the types of areas where property owners may see a benefit in a zone change to allow additional development. Being near the transit and shopping corridor these sites could present opportunities to realize infill development that better supports transit, biking and walking.

Land Use Patterns

The Marion County assessor categorizes the uses of each property within the county; this data is mapped in Figure 6 below. The geographic patterns seen in the land use map follow closely the patterns already seen in the comprehensive plan and zoning maps. However, the land use data indicates the actual current use for each property in the City, as opposed to indicating what type of development is allowed on these properties in the future. Figure 6 shows that the lands along River Road and Cherry Avenue are dominated by commercial uses. Multi-family housing is also prevalent along the edges of the commercial areas, often serving as a transitional area between commercial and single-family residential uses. Still, there are a number of places within the study area where single-family homes are immediately adjacent to these commercial uses.

Figure 6—Land Use Map

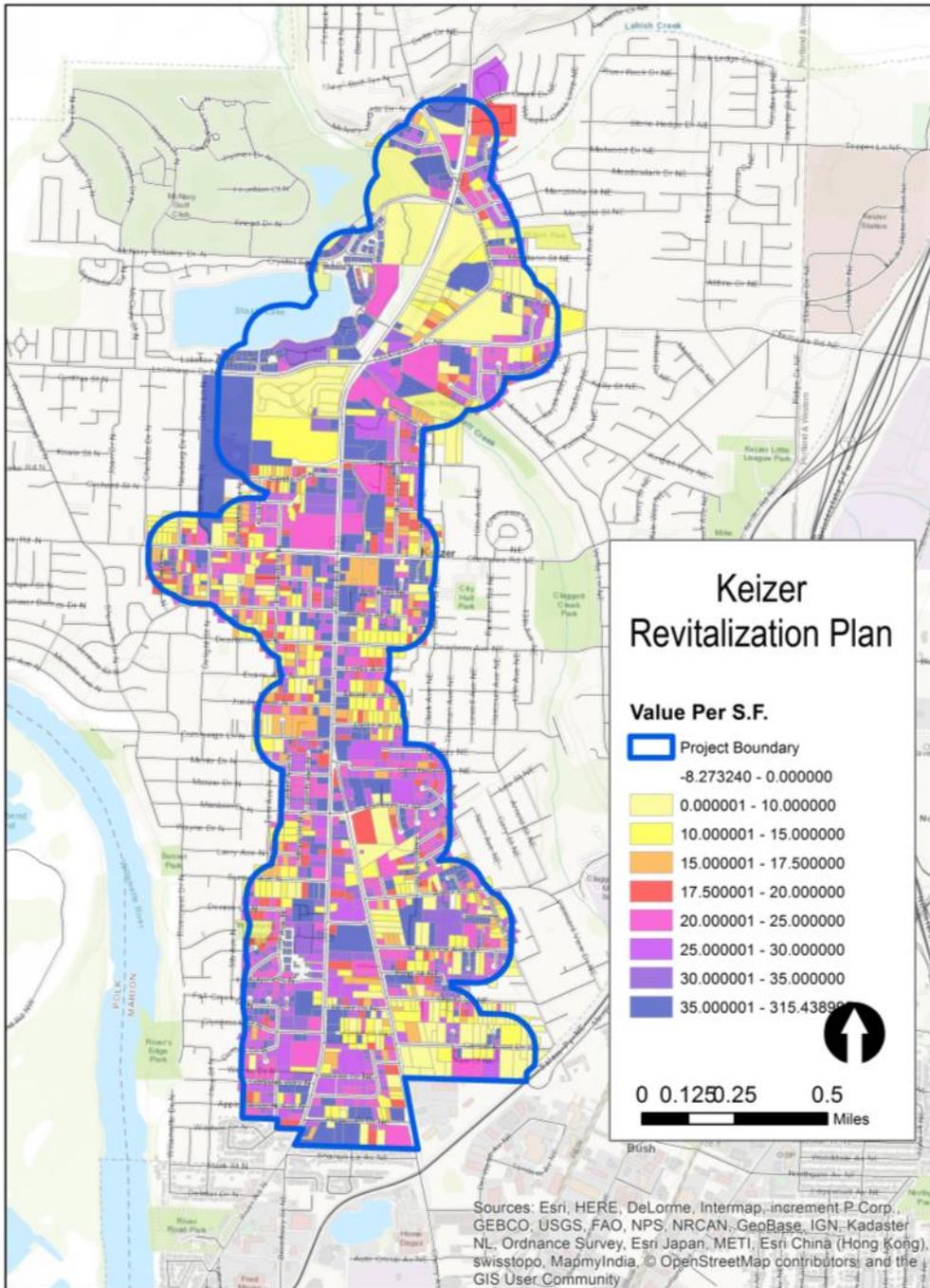


Source: City of Keizer, Marion County Assessor, ESRI

Property Characteristics

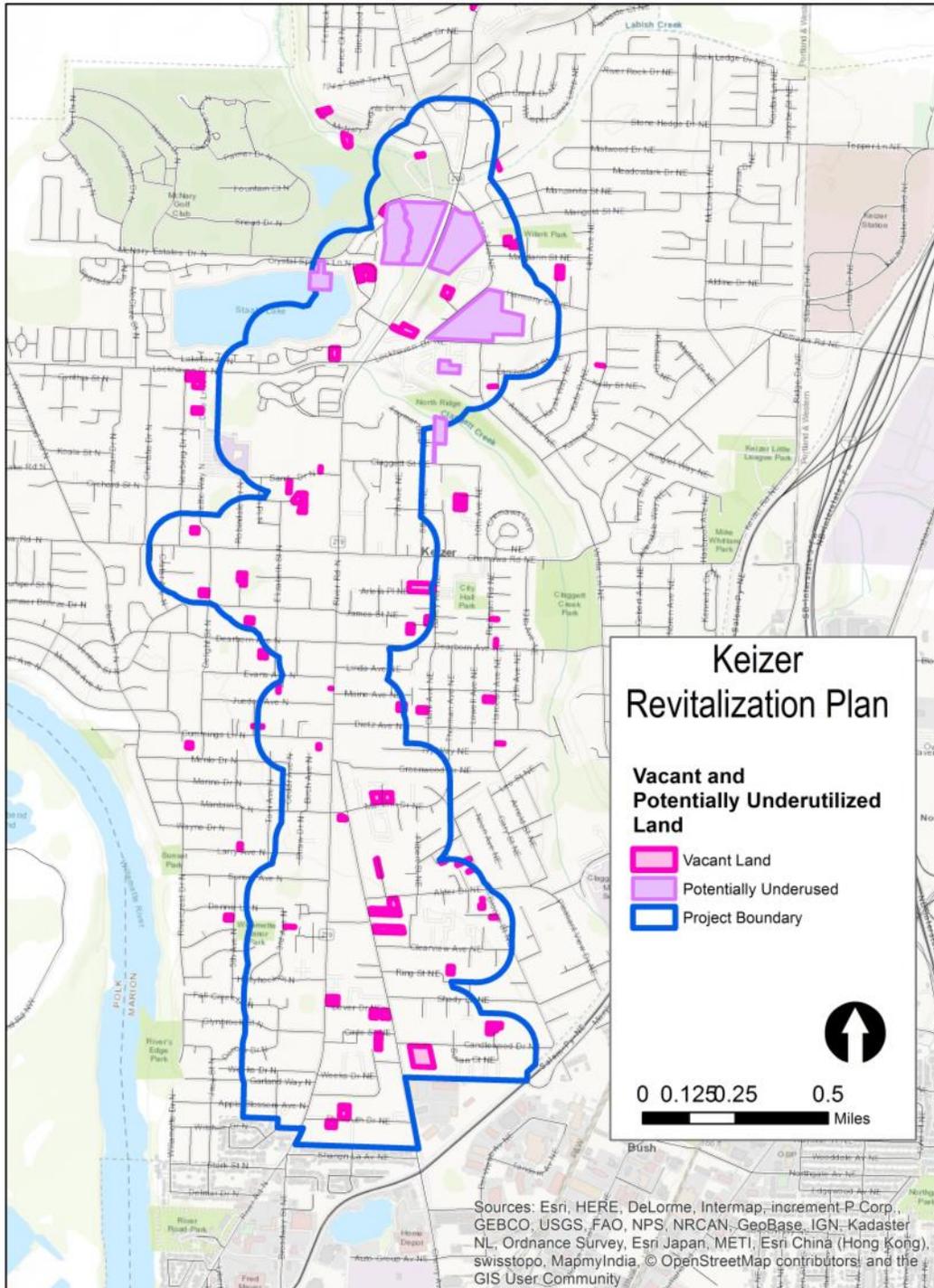
Of the more than 2,000 parcels within the area, just 50 of them are larger than 5 acres in size. Additionally, several of those are unlikely to become development opportunities due to their ownership. For example, the City of Keizer owns 13 of them. Accordingly, infill and redevelopment are likely to occur through numerous small development projects rather than through large endeavors such as what was seen when Keizer Station developed from one large site.

Figure 7—Property Value per Square Foot



Source: City of Keizer, Marion County Assessor, ESRI

Figure 8—Vacant Land



Source: Source: City of Keizer, Marion County Assessor, ESRI

Section 3— Demographics and Employment

For the purpose of this report, demographic and employment data are examined for the city of Keizer as a whole and by Census block groups. Because Keizer has a relatively small population, the block groups are larger than the boundaries of the study area (see Figure 10 through Figure 14). Therefore it is not possible to examine demographic data on a finer-grained level. However, it is possible to look at patterns and trends for different areas of the city.

Keizer Demographic Profile

Population and Households

- Keizer is a City of nearly 38,700 people located in the greater Salem-Keizer metropolitan area.
- Keizer is now the 13th largest city in Oregon, having recently passed Lake Oswego in population.
- Keizer has grown by an estimated 6,400 people since 2000, or 20%. This growth was roughly equal to that experienced by the city of Salem (20%), Marion County (19%), and the state (21%) over that period. (US Census and PSU Population Research Center)
- Keizer was home to over 14,350 households in 2018. The percentage of families fell somewhat since 2000 and 2010 from 71.4% to 69.5% of all households. This is very similar to the Marion County figure of 68% family households, and higher than the state’s 63%.
- The Census estimates that Keizer’s average household size has actually increased somewhat since 2000, from 2.64 to 2.67. This is slightly smaller than the Marion County average of 2.7 but larger than the statewide average of 2.5.

The following table (Table 3) presents a profile of City of Keizer demographics from the 2000 and 2010 Census. It also presents projected demographics in 2013, based on assumptions detailed in the table footnotes.

Table 3—Keizer Demographic Profile

POPULATION, HOUSEHOLDS, FAMILIES, AND YEAR-ROUND HOUSING UNITS						
	2000 (Census)	2010 (Census)	2018 (Est.)	Growth Rate 10-18	2023 (Proj.)	Growth Rate 18-23
Population	32,203	36,478	38,619	0.7%	41,228	1.3%
Households	12,110	13,687	14,348	0.6%	15,269	1.3%
Families	8,642	9,517	9,972	0.6%	10,612	1.3%
Housing Units	12,774	14,424	15,040	0.5%	15,980	1.2%
Household Size	2.64	2.64	2.67	0.1%	2.67	0.1%
PER CAPITA AND AVERAGE HOUSEHOLD INCOME						
	2000 (Census)	2010 (ACS)	2018 (Est.)	Growth Rate 10-18	2023 (Proj.)	Growth Rate 18-23
Median HH (\$)	\$45,052	\$51,894	\$61,624	2.2%	\$70,955	2.9%
Average HH (\$)	\$53,425	\$63,337	\$77,644	2.6%	\$91,170	3.3%

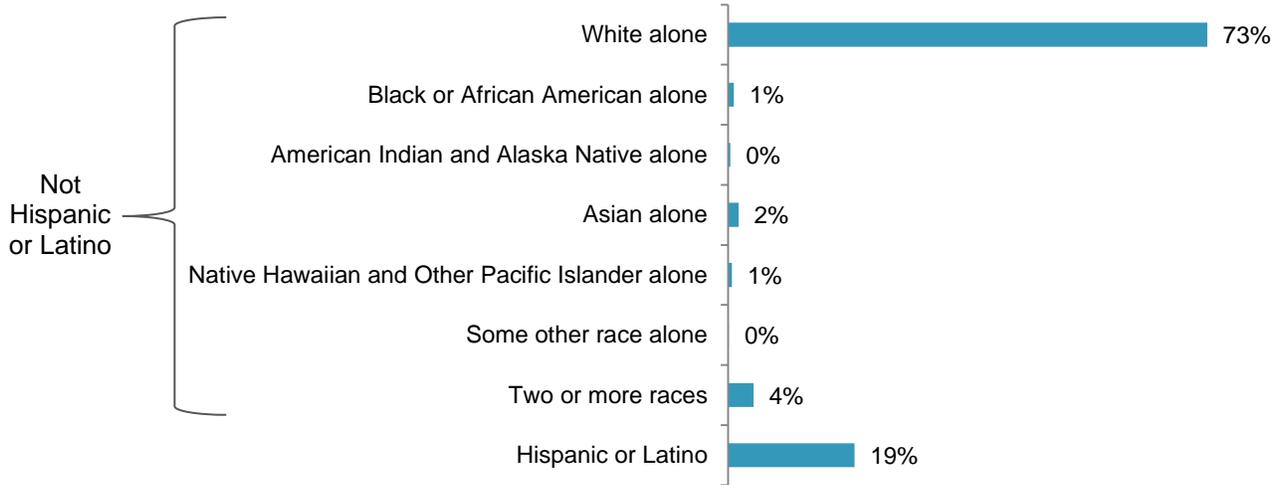
Source: US Census, PSU Population Research Center, Johnson Economics

Race and Ethnicity

Figure 9 depicts the racial and ethnic breakdown for the city of Keizer overall. The city is 73% white alone, and 19% Hispanic or Latino. None of the other racial groups accounts for more than 4% of the population.

Figure 9—Race and Ethnicity

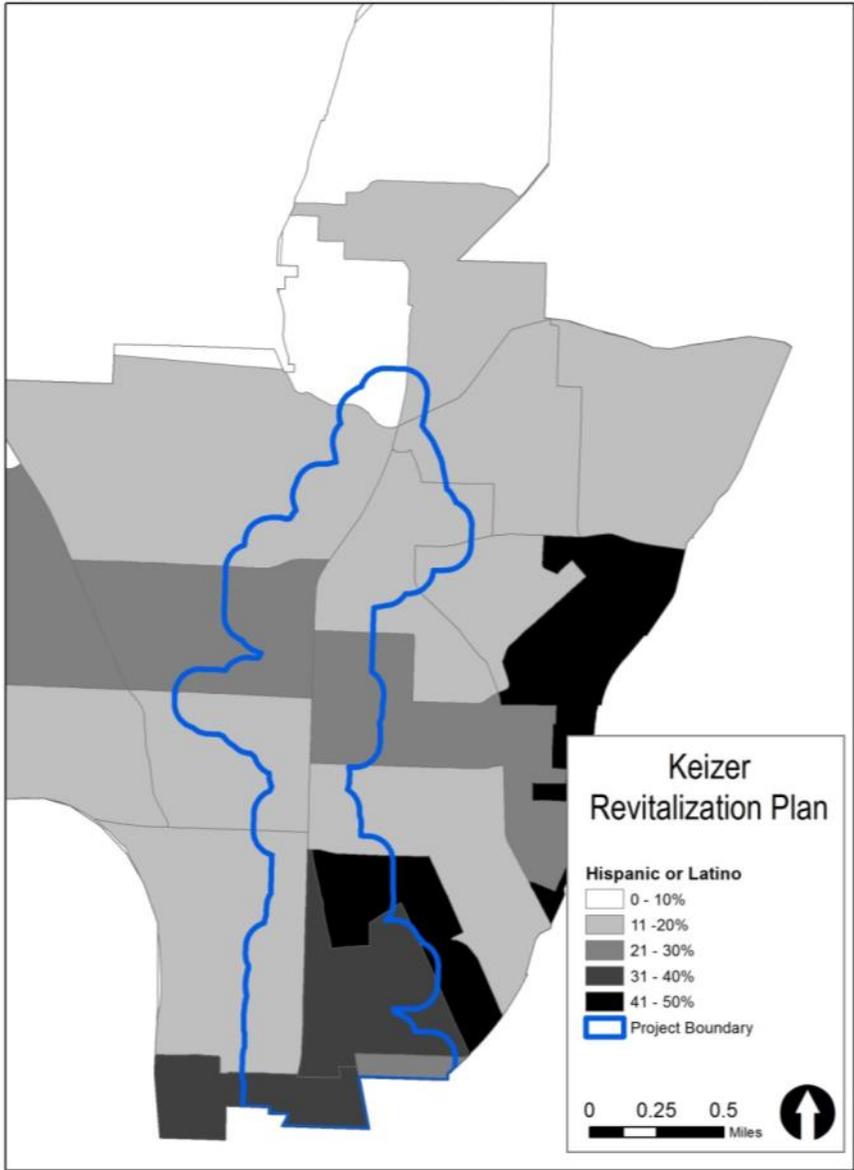
Hispanic or Latino by Race, City of Keizer



Source: U.S. Census Bureau, 2012-2016 ACS 5-Year Estimates

Geographic patterns of race and ethnicity show a concentration of Hispanic/Latino populations in southeast and east Keizer, where percentages range from 31-50% of the population (see Figure 10). The southeast block groups overlap with the southeast portion of the study area. The rest of the neighborhoods around the study area range from 11% to 30% Hispanic or Latino.

Figure 10—Percent Hispanic or Latino by Census Block Group

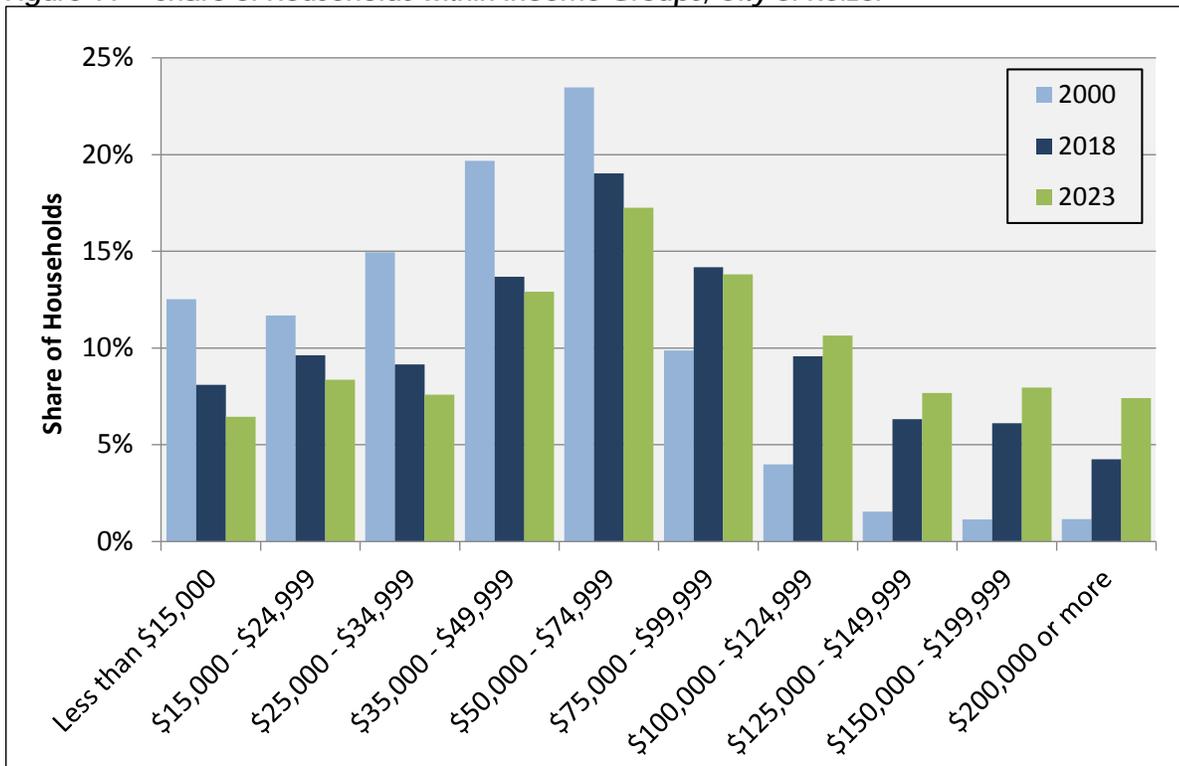


Source: U.S. Census Bureau, 2012-2016 ACS 5-Year Estimates, TIGER/Line Shapefile 2017

Income Levels

- Keizer’s median household income was \$52,000 in 2010. This is 20% higher than the median income found in the City of Salem (\$43,500) and 14% higher than the Marion County median (\$45,600).
- Median income has grown an estimated 37% between 2000 and 2018.
- Figure 11 shows the distribution of households by income in 2000, 2018 (estimated) and 2023 (projected). The largest single income cohort is those households earning between \$50k and \$75k, at 19% of households. 41% of households earn less than this, while 40% of households earn \$75k or more per year.
- 18% of households earn \$25k or less, down from 23% of households in 2000.

Figure 11— Share of Households within Income Groups, City of Keizer

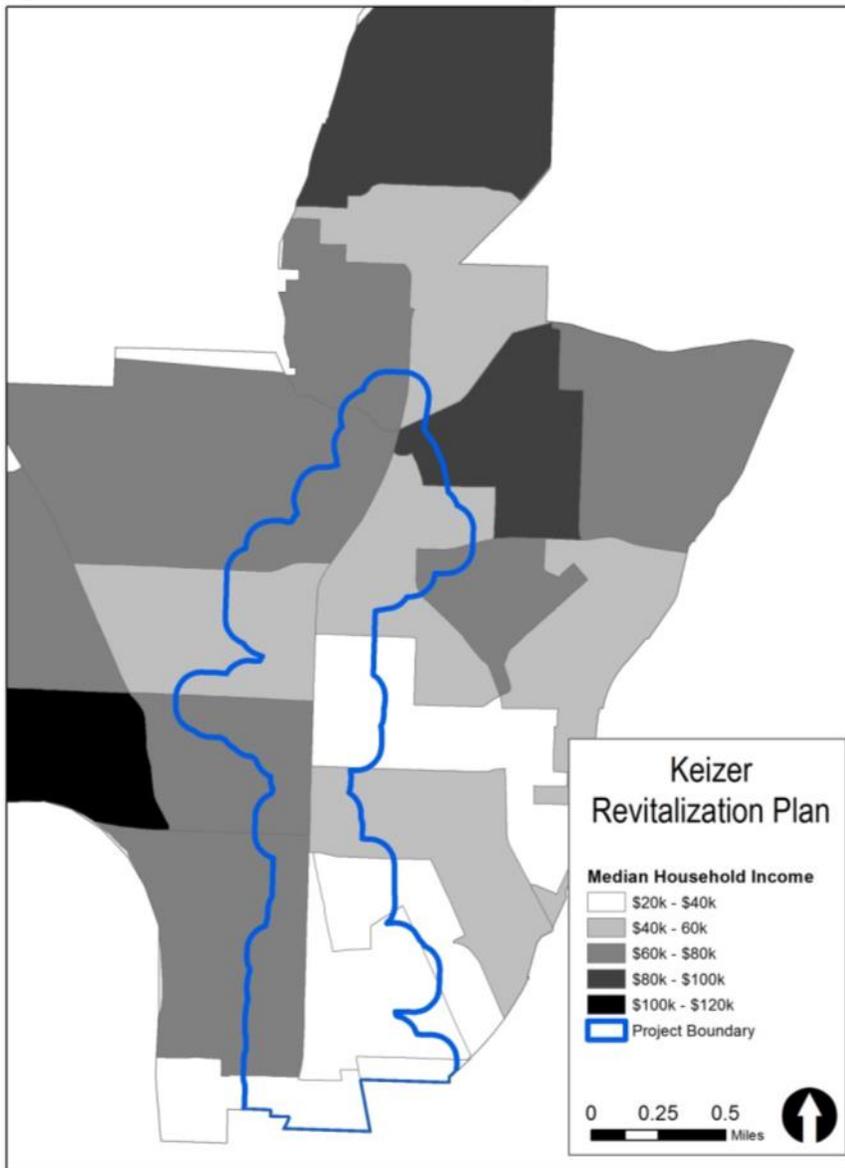


Source: US Census, Environics, Johnson Economics

The Environics forecast describes Keizer’s residents trending upward in terms of household income. Figure 11 above shows both a dramatic decrease in households with incomes below \$50,000 and growth to roughly one-third of households earning more than \$100,000. This change will increase demand for retail and dining experiences and urban living.

In terms of geographic distribution, lower-income households tend to be concentrated in south and southeast Keizer. As shown in Figure 12, these areas coincide with the southern and eastern portions of the study area. Higher income households tend to be concentrated in neighborhoods in west, north, and northeast Keizer.

Figure 12— Median Household Income by Census Block Group

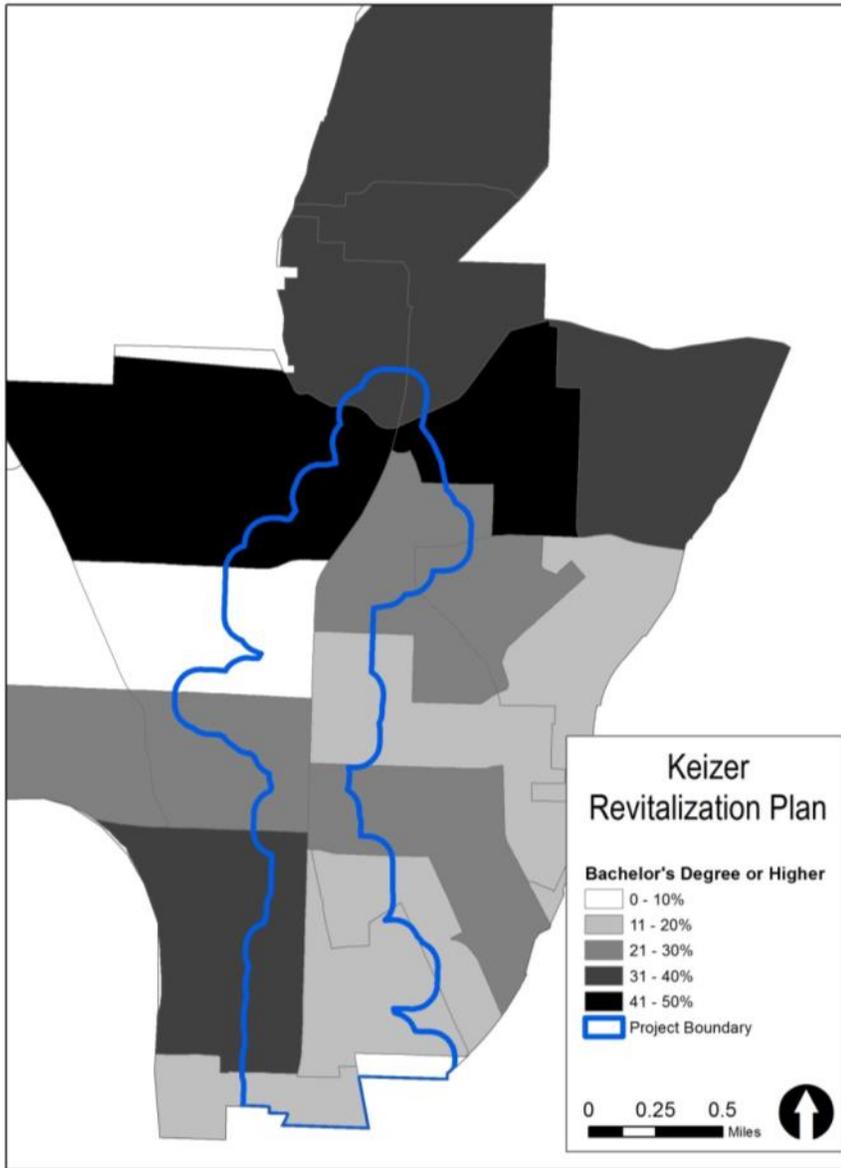


Source: U.S. Census Bureau, 2012-2016 ACS 5-Year Estimates, TIGER/Line Shapefile 2017

Education

Figure 13 depicts the percentage of the population over 25 years that has earned a Bachelor's degree or advanced degree. For this measure, no Census block group in the city exceeds 50%. As would be expected, there is some correlation between areas of the city with higher educational attainment and higher incomes. Higher percentages of Bachelor's degree earners tend to be found in the block groups at the north end of the study area. Conversely, the same block groups with the lowest median household incomes are all in the 11-20% range for earning Bachelor's degrees.

Figure 13— Educational Attainment by Census Block Group
 Population over 25 years earning Bachelor's degree or higher

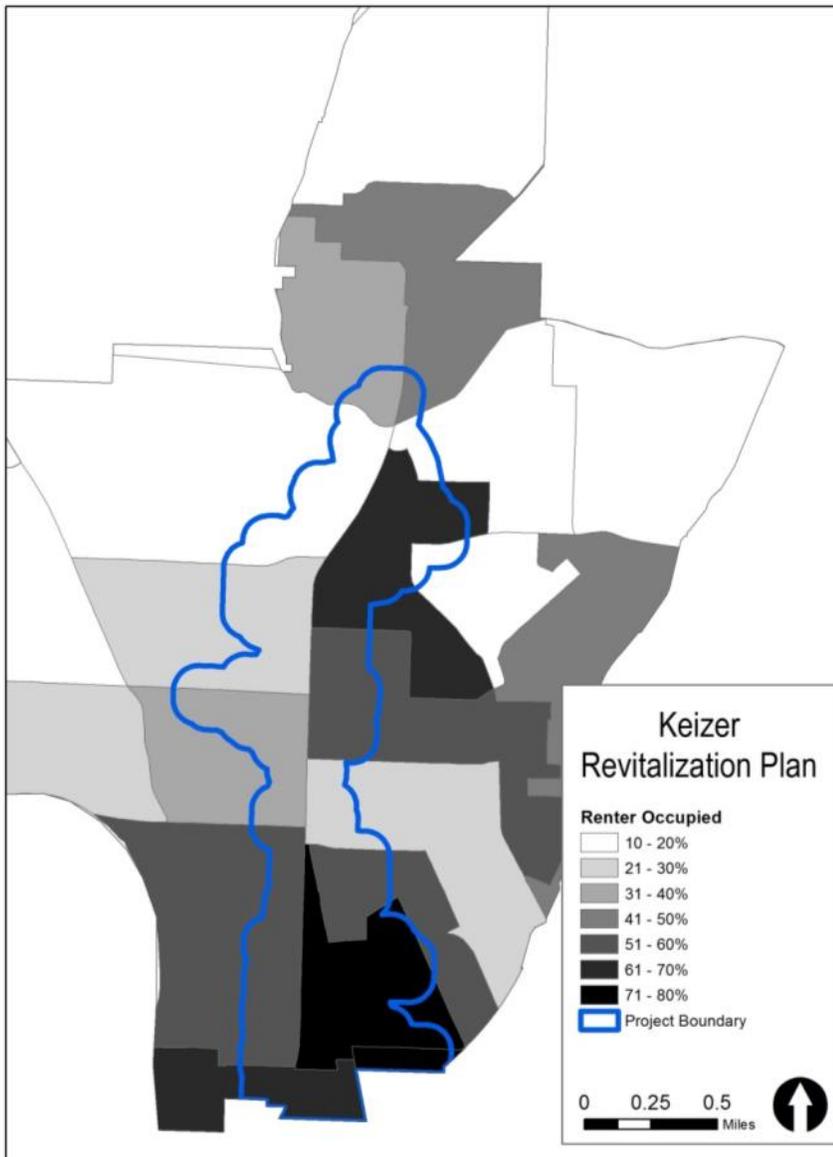


Source: U.S. Census Bureau, 2012-2016 ACS 5-Year Estimates, TIGER/Line Shapefile 2017

Housing Tenure

Housing tenure follows similar patterns as median income and educational attainment. Areas with the highest incomes and educational attainment tend to also be majority owner-occupied, while areas with lower incomes and education have higher proportions of renter-occupied housing. Figure 14 shows that the south end of the study area is largely made up of renter-occupied units, as are some neighborhoods in the northeast portions of the study area.

Figure 14— Renter Occupied Units by Census Block Group



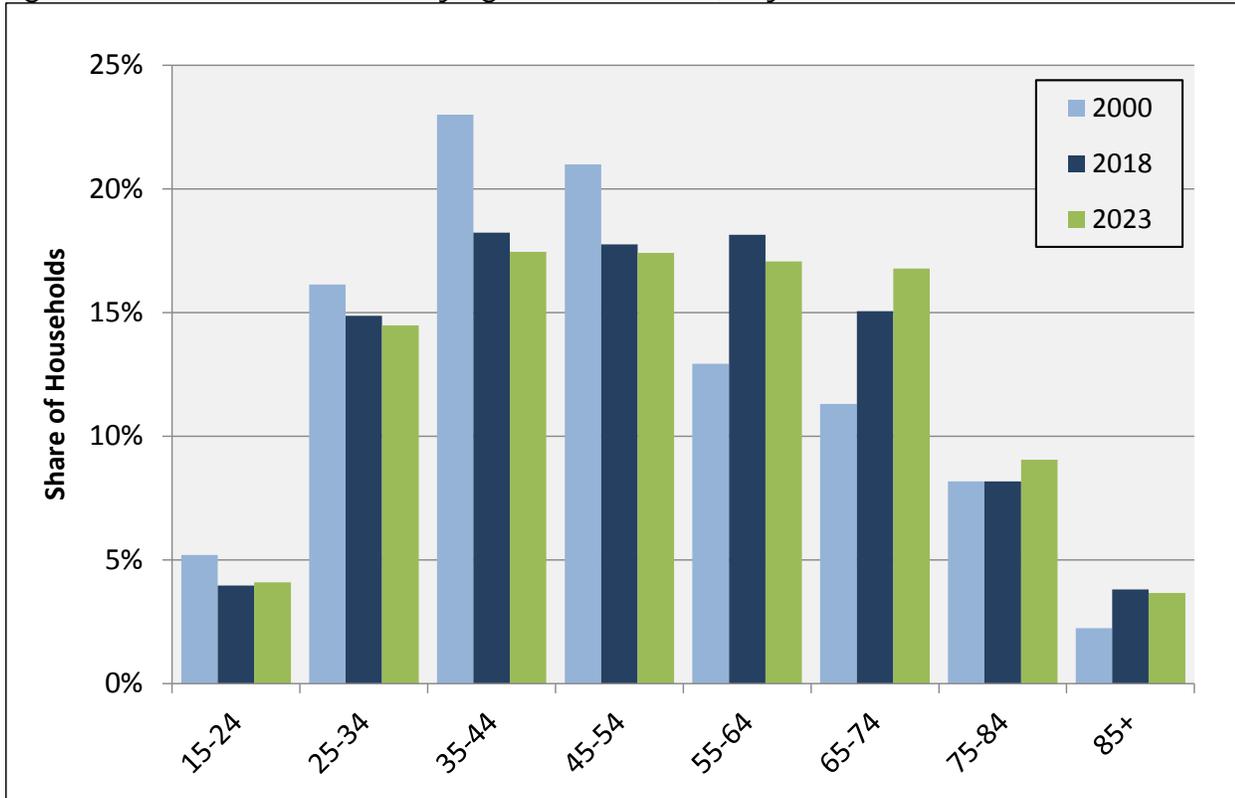
Source: U.S. Census Bureau, 2012-2016 ACS 5-Year Estimates, TIGER/Line Shapefile 2017

Age Trends

- Figure 15 shows the share of households by the age of the primary householder. In general, the distribution of households has shifted away from younger households and towards older households. Nevertheless, 49% of householders still fall 25 to 54 year range.
- The greatest growth was in households in the 55 to 64 age range, coinciding with the oldest of the Baby Boom cohort. This cohort grew from 13% to 17% of households.
- 29% of householders are now 65 years or older, having risen from 20% since the time of completion of the City's most recent Housing Needs Analysis (2013).

- These figures reflect the age of householders, which is an important metric of housing needs. In terms of the total population, 26% of Keizer’s citizens are children aged 18 years or younger, down slightly since 2000. Keizer has more children than the statewide average of 23% of the population.
- 15.5% of Keizer’s population is 65 years or older which is higher than the share in 2000 (12.2%), and roughly equivalent to the statewide average. This reflects the aging of the Baby Boomer generation.

Figure 15— Share of Households by Age of Householder, City of Keizer

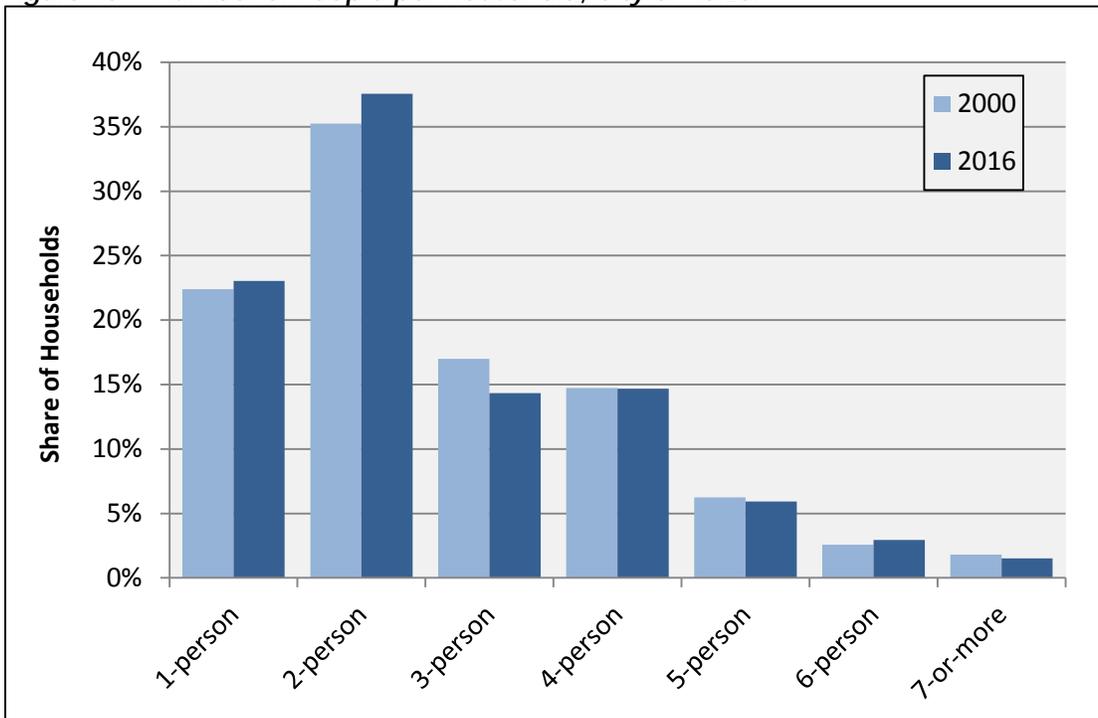


Source: US Census, Environics, Johnson Economics

Household Size

- Keizer’s average household size is 2.67 persons, up from 2.4 since 2000.
- Figure 16 shows the share of households by the number of people. 23% are single-person households, up slightly since 2000. This is similar to the percentage in Marion County (25%), but less than the statewide average (27%).
- The share of smaller households of one and two people grew in share. The share of households with three people fell slightly, while large households of five or six people grew slightly in share.

Figure 16— Number of People per Household, City of Keizer



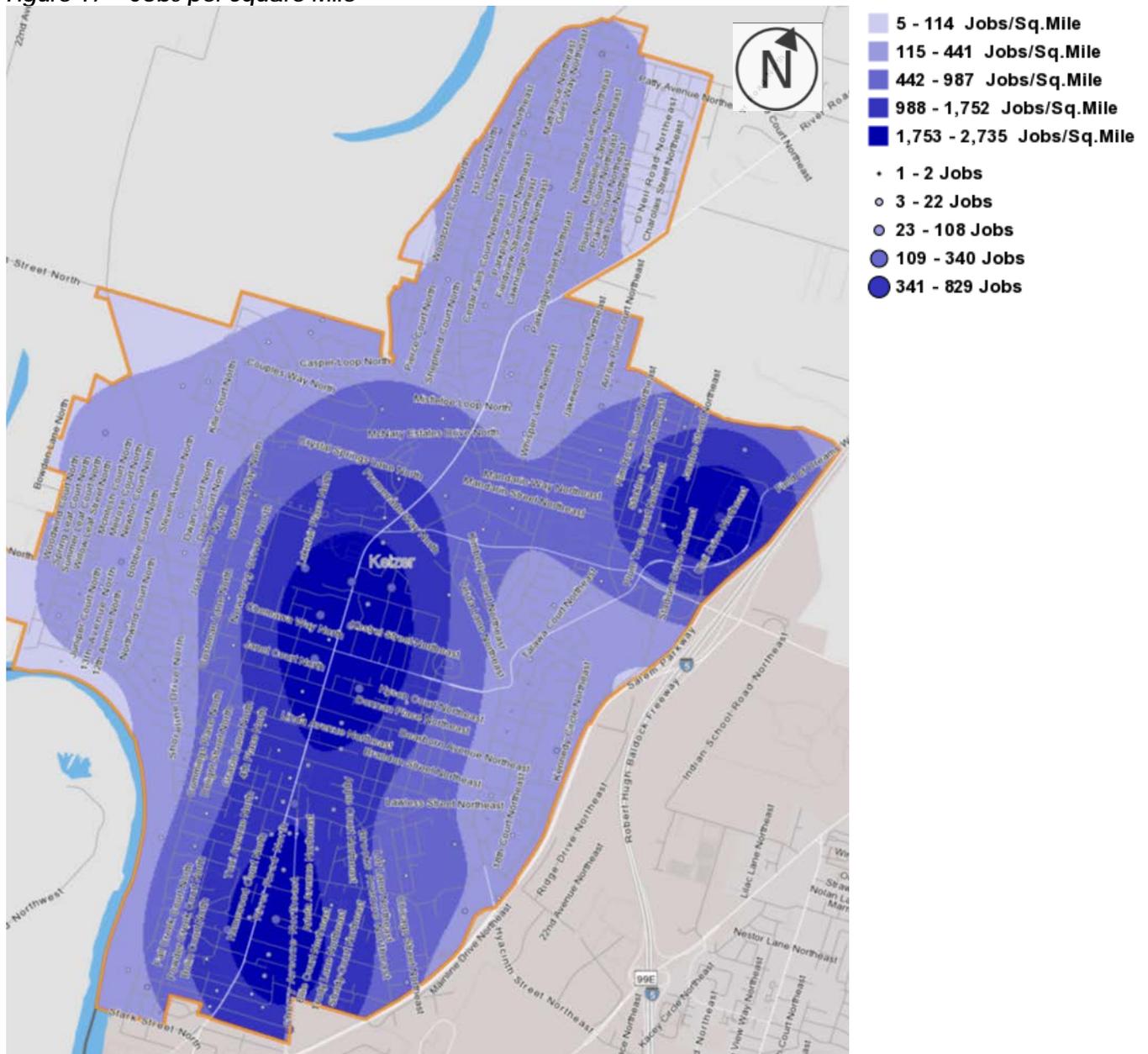
Source: US Census, American Community Survey, Johnson Economics

Employment

There are approximately 15,500 workers living in Keizer, and approximately 6,500 total jobs in Keizer. According to 2016 estimates, 78% of those within the ages of 16 to 64 years worked at least some within the previous year. Among those who worked in the previous year, 60% worked full-time and year-round.

Figure 17 is a map that depicts the concentration of jobs in Keizer. The map shows that jobs are concentrated in the study area along the River Road corridor, with hotspots roughly centered on the Chemawa Road intersection and the confluence with Cherry Avenue (as well as the Keizer Station area in northeast Keizer).

Figure 17— Jobs per Square Mile



Source: U.S. Census Bureau, OnTheMap Application, <http://onthemap.ces.census.gov>
 [Note: The map is rotated due to magnetic declination.]

As noted in the paragraph above, there is a mismatch between the number of workers in Keizer and the number of jobs in the city. According to 2015 estimates, only 1,294 residents both live and work within city limits, while 14,231 residents work outside the city. See Figure 18.

Figure 18— Job Inflow/Outflow

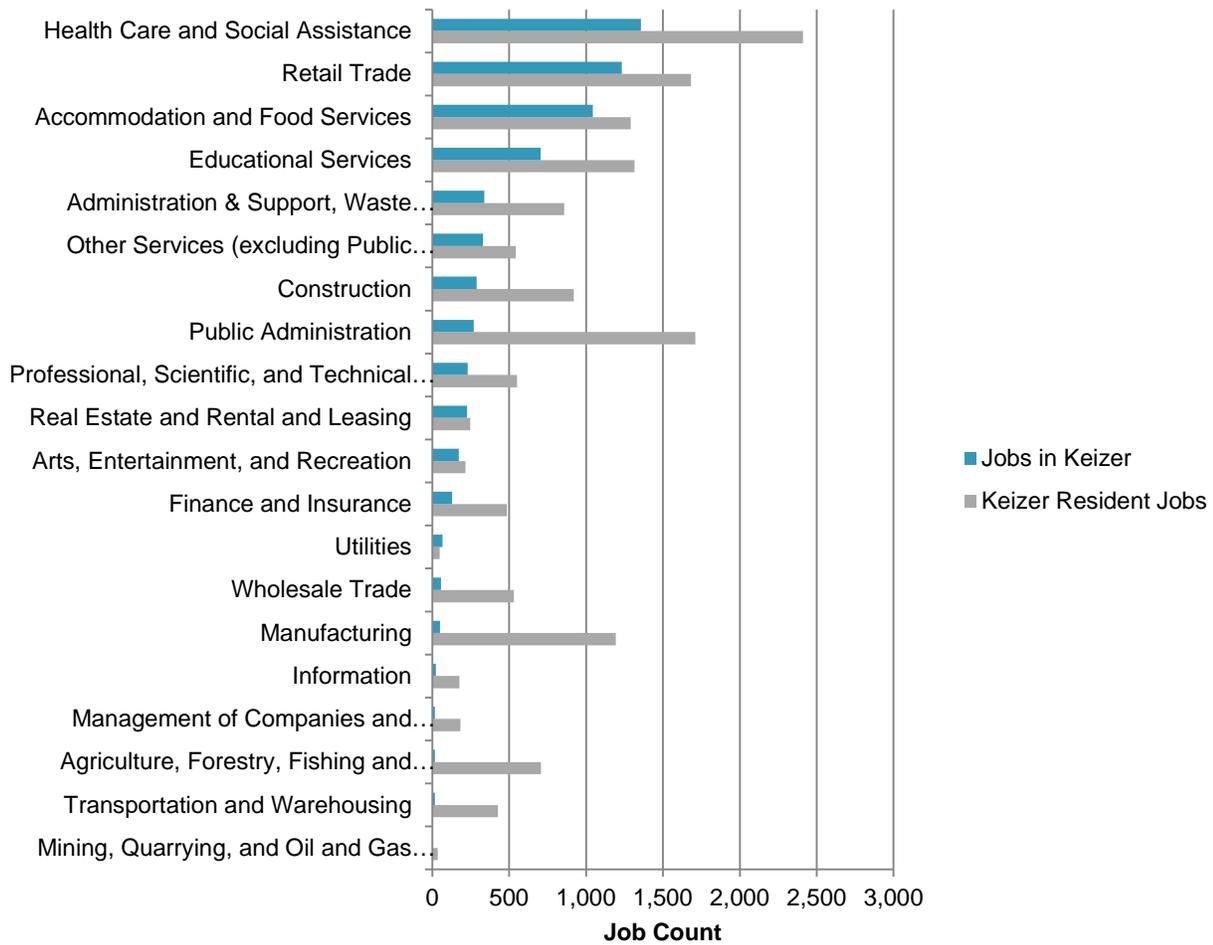


Source: U.S. Census Bureau, OnTheMap Application, <http://onthemap.ces.census.gov>

Industries

The top industry in Keizer—in terms of both total jobs and resident employment—is the health care and social assistance industry, which accounts for 1,357 of the jobs in Keizer. This is followed by retail trade, with 1,233 jobs; and accommodation and food services, with 1,045 jobs. Figure 19 provides the full breakdown of jobs by industry, and compares jobs in the city to Keizer residents’ jobs. Public administration, educational services, and manufacturing are also among the top employers of Keizer residents—though many of these jobs are located outside of the city.

Figure 19— Employment by Industry: Jobs in Keizer vs. Resident Jobs



Source: Source: U.S. Census Bureau, OnTheMap Application, <http://onthemap.ces.census.gov>

Keizer Population and Housing Projections

Population and Households

Keizer's Goal 10 Housing Needs Analysis (HNA), adopted in 2013, is consulted as the official source of projections for population, household and housing needs. Table 4 presents a comparison of 2018 estimates (presented above) with the 2033 forecasts from the HNA:

Table 4—Comparing 2018 Population to 2033 Forecast

	2018	2033	Growth	% Change	Annual Growth
Population	38,619	48,697	10,078	26%	1.6%
Households	14,348	18,191	3,843	27%	1.6%

Source: City of Keizer Housing Needs Analysis (2013), Johnson Economics

20-Year Housing Need

The following figure presents the projected 20-year need for new housing units from the 2013 HNA. This is the need for net new housing units, including an allowance for some natural housing vacancy. These projections provide the basis for estimated housing demand applied in this market analysis.

- The results projected a 20-year need for over 4,500 new housing units by 2033. Some units have been produced since 2013, but the HNA still provides the most detailed profile of needed housing types in Keizer.
- Of the new units needed, 54% are projected to be ownership units, while 46% are projected to be rental units.

Figure 20— Projected Future Need for New Housing Units (2013-2033), City of Keizer

OWNERSHIP HOUSING										
Price Range	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units	Cummulative %
			2-unit	3- or 4-plex	5+ Units MFR					
\$0k - \$70k	390	3	1	-3	5	77	0	474	19.4%	19.4%
\$70k - \$120k	522	3	2	-13	6	40	0	559	22.9%	42.3%
\$120k - \$170k	-414	-20	2	-1	8	0	0	-425	-17.4%	24.9%
\$170k - \$240k	-1,841	-31	4	6	13	0	0	-1,850	-75.7%	-50.8%
\$240k - \$300k	1,511	33	6	15	21	0	0	1,586	64.9%	14.1%
\$300k - \$350k	1,063	23	4	10	14	0	0	1,114	45.6%	59.7%
\$350k - \$440k	220	15	2	6	8	0	0	251	10.3%	69.9%
\$440k - \$530k	289	10	1	3	4	0	0	307	12.6%	82.5%
\$530k - \$640k	258	7	1	2	3	0	0	271	11.1%	93.6%
\$640k +	146	6	1	2	2	0	0	157	6.4%	100.0%
Totals:	2,145	49	24	24	86	117	0	2,445	% All Units:	54.2%
Percentage:	87.7%	2.0%	1.0%	1.0%	3.5%	4.8%	0.0%	100.0%		

RENTAL HOUSING										
Price Range	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units	Cummulative %
			2-unit	3- or 4-plex	5+ Units MFR					
\$0 - \$380	197	165	47	189	557	14	0	1,169	56.5%	56.5%
\$380 - \$620	10	-10	-15	-2	94	23	0	101	4.9%	61.4%
\$620 - \$870	-225	-212	-93	-257	-619	9	0	-1,397	-67.6%	-6.2%
\$870 - \$1090	-34	39	-10	29	190	0	0	214	10.3%	4.2%
\$1090 - \$1370	167	154	53	222	714	0	0	1,311	63.4%	67.6%
\$1370 - \$1680	41	56	17	78	219	0	0	411	19.9%	87.5%
\$1680 - \$2100	2	8	6	38	112	0	0	167	8.1%	95.5%
\$2100 - \$2520	-27	-4	5	19	54	0	0	47	2.3%	97.8%
\$2520 - \$3360	-11	5	1	6	16	0	0	17	0.8%	98.6%
\$3360 +	5	4	1	5	14	0	0	28	1.4%	100.0%
Totals:	124	206	14	327	1,352	45	0	2,068	% All Units:	45.8%
Percentage:	6.0%	10.0%	0.7%	15.8%	65.4%	2.2%	0.0%	100.0%		

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

Source: City of Keizer Housing Needs Analysis (2013), Johnson Economics

- The largest share (50%) of one housing type is projected to be single-family detached homes, due again to the stronger need for new ownership housing. The remainder of units is projected to be some form of attached housing (46%), or mobile homes (4%).
- Single family attached units (townhomes, and duplexes, individually metered) are projected to meet 6% of future need.
- Two-unit through four-plex units are projected to represent 9% of the total need.
- 32% of all needed units are projected to be multi-family in structures of 5+ attached units.
- 3.6% of new needed units are projected to be mobile home units, which meet the needs of some low-income households for both ownership and rental.

Section 4— Transportation

The following section describes the existing transportation facilities and conditions for the vehicular, pedestrian, bicycle, and transit modes within the project study area. The study area for the Keizer Revitalization Plan focuses on three existing commercial corridors and the adjacent residential neighborhoods. These commercial corridors are centered on River Road at Lockhaven Drive, River Road at Chemawa Road, and River Road and Cherry Avenue between Manbrin Drive and the southern city limits.

Operational and Physical Characteristics

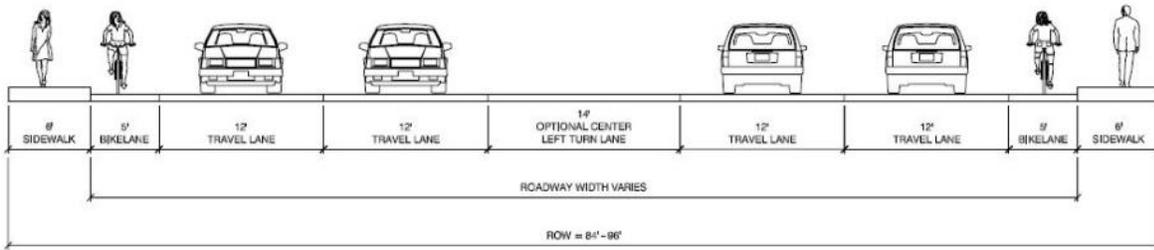
The operational and physical characteristics of the River Road and Cherry Avenue corridors were evaluated based on a review of the City’s Transportation System Plan (TSP) and satellite imagery. For the purposes of the operational and physical characteristic descriptions, the River Road corridor was broken into four segments shown in Table 5. An inventory of roadway characteristics, including posted speeds, directionality, roadway width, number of travel lanes, on-street parking and presence of sidewalks, bicycle accommodations, and transit facilities are described in Table 5.

Table 5— Existing Study Area Roadway Characteristics

Roadway	Segment	Posted Speed (MPH)	Directional/ Surface Type	Width (feet)	Number of Lanes	On-Street Parking	Bike Lanes	Sidewalk	Functional Classification
									City/County
River Road	Wheatland Road to Lockhaven Drive	40	Two-way	70-80	5	No	Yes	Yes	Major Arterial
River Road	Lockhaven Drive to Chemawa Road	35	Two-way	80-84	5	No	Yes	Yes	Major Arterial
River Road	Chemawa Road to Manbrin Drive	35	Two-way	80-84	5	No	No	Yes	Major Arterial
River Road	Manbrin Drive to south city limits	35	Two-way	70-78	5	No	No	Yes	Major Arterial
Cherry Avenue	Manbrin Drive to south city limits	35	Two-way	60-100	3	No	Yes	Yes	Major Arterial

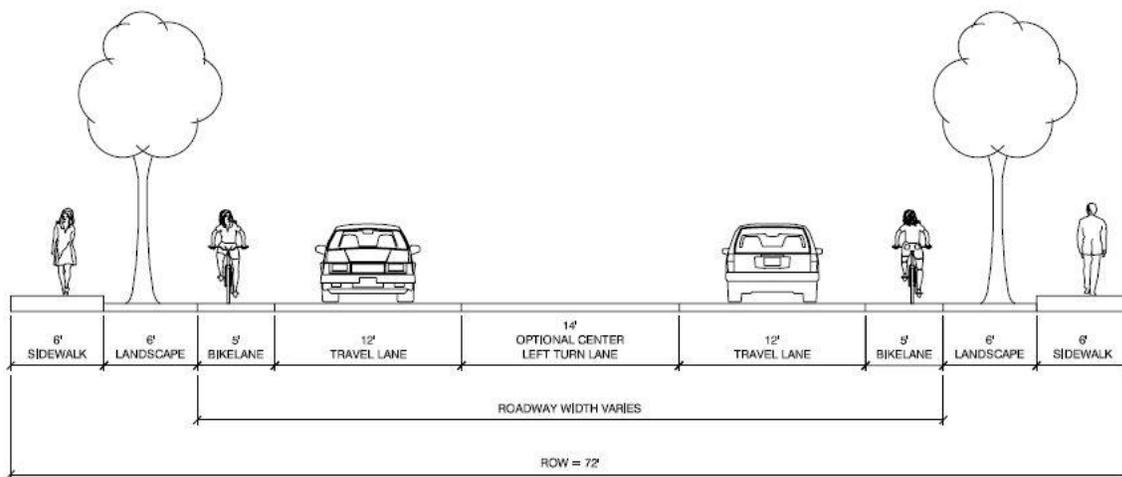
Source: City of Keizer TSP

Figure 21— River Road Cross Section Standard



Source: City of Keizer

Figure 22— Cherry Avenue Cross Section Standard



Source: City of Keizer

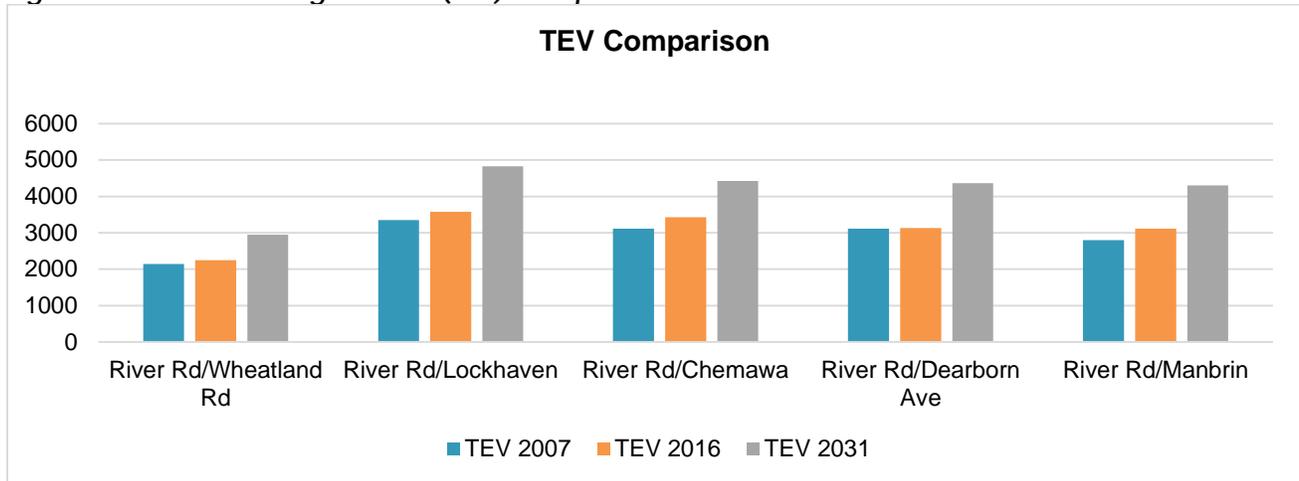
Traffic Data Comparison

Traffic data was collected at several intersections along River Road within the project study area in April 2016. The City’s TSP includes traffic data at the same intersections during the year 2007 and includes forecasted traffic volumes under a “no-build” scenario for year 2031 using the Salem-Keizer Area Transportation Study (SKATS) model. Traffic volumes collected in 2016 were compared to the City’s TSP existing conditions volumes from 2007 and forecasted year 2031 volumes to compare actual traffic growth to projected traffic growth along River Road. The intersections where traffic volumes were compared include:

- River Road/Wheatland Road
- River Road/Lockhaven Drive
- River Road/Chemawa Road
- River Road/Dearborn Avenue
- River Road/Manbrin Drive

Figure 23 illustrates a comparison of total entering volume (TEV) between TSP existing 2007 volumes, 2016 volumes, and TSP forecasted 2031 volumes for the intersections noted above. Intersection link volume comparisons by approach are included in *Appendix A*.

Figure 23— Total Entering Volume (TEV) Comparison



Source: City of Keizer TSP

As shown in Figure 23, 2031 forecasted traffic volumes from the City’s TSP are generally aligned with the observed traffic volume growth shown between year 2007 and 2016; however, the River Road/Chemawa Road intersection has recorded minimal to no growth. While traffic volume growth is occurring at all other intersections, the River Road/Lockhaven Drive intersection also appears to be experiencing slower growth than anticipated by the City’s TSP for that location.

Pedestrian Facilities

As shown in Figure 24, the pedestrian system along River Road includes continuous sidewalk facilities on both sides of the roadway for its entire length within the study area. Similarly, Cherry Avenue also provide includes sidewalk facilities on both sides of the roadway. The overall condition of the pedestrian facilities along River Road is generally good with regards to spalling/cracking, frequency of pedestrian obstructions, horizontal/vertical buffers, and presence of lighting. The overall condition of pedestrian facilities along Cherry Avenue is generally excellent as the number of lanes is reduced to three and a landscape strip is provided between the travel lane and pedestrian facility on both sides of the roadway. Most curb-ramps within the study area appear to meet the American’s with Disability Act (ADA) accessible standards for curb-ramp grade compliance; however, the majority of curb-ramps do not provide a tactile warning strip and therefore, are non-ADA compliant. A qualitative multimodal assessment (QMA) of these facilities is provided in Table 6.

Bicycle Facilities

As shown in Figure 25, the bicycle system along River Road includes continuous on-street bike lanes on both sides of the roadway between Wheatland Road and Chemawa Road. South of Chemawa Road, on-street bike lanes are not provided along River Road. The bicycle system along Cherry Avenue includes continuous bicycle facilities on both sides of the roadway for its entire length. The overall condition of the bicycle facilities along River Road is generally poor due to the facility gaps, posted speed, number of vehicle lanes, and average daily traffic (ADT) volumes. The overall condition of bicycle facilities along Cherry Avenue is generally good as continuous facilities are provided throughout the entire length of the roadway, the number of vehicle travel lanes is reduced to three, and the ADT is lower in comparison to River Road. It is worth noting that the City’s TSP identifies an alternative parallel bicycle route to the west of River Road along Windsor Island Road, Shoreline Drive, and Rivercrest Drive. A qualitative multimodal assessment (QMA) of these facilities is provided in Table 6.

Transit Facilities

Transit service in the project study area, known as “Cherriots” is provided by Salem-Keizer Transit (SKT) which operates fixed-routes 9 and 19 in the study area. As shown in Figure 26, Route 9 operates as a standard service line providing transit service along River Road and Cherry Avenue with 30 to 60-minute headways during most of the day. Route 19 operates as a frequent service line providing transit service along the full-length of River Road with 15-minute headways during most of the day and 30-minute headways after 7:00 p.m. Buses run on all routes on weekdays from approximately 6:00 a.m. to 9:00 p.m. A qualitative multimodal assessment (QMA) of these facilities is provided in Table 6.

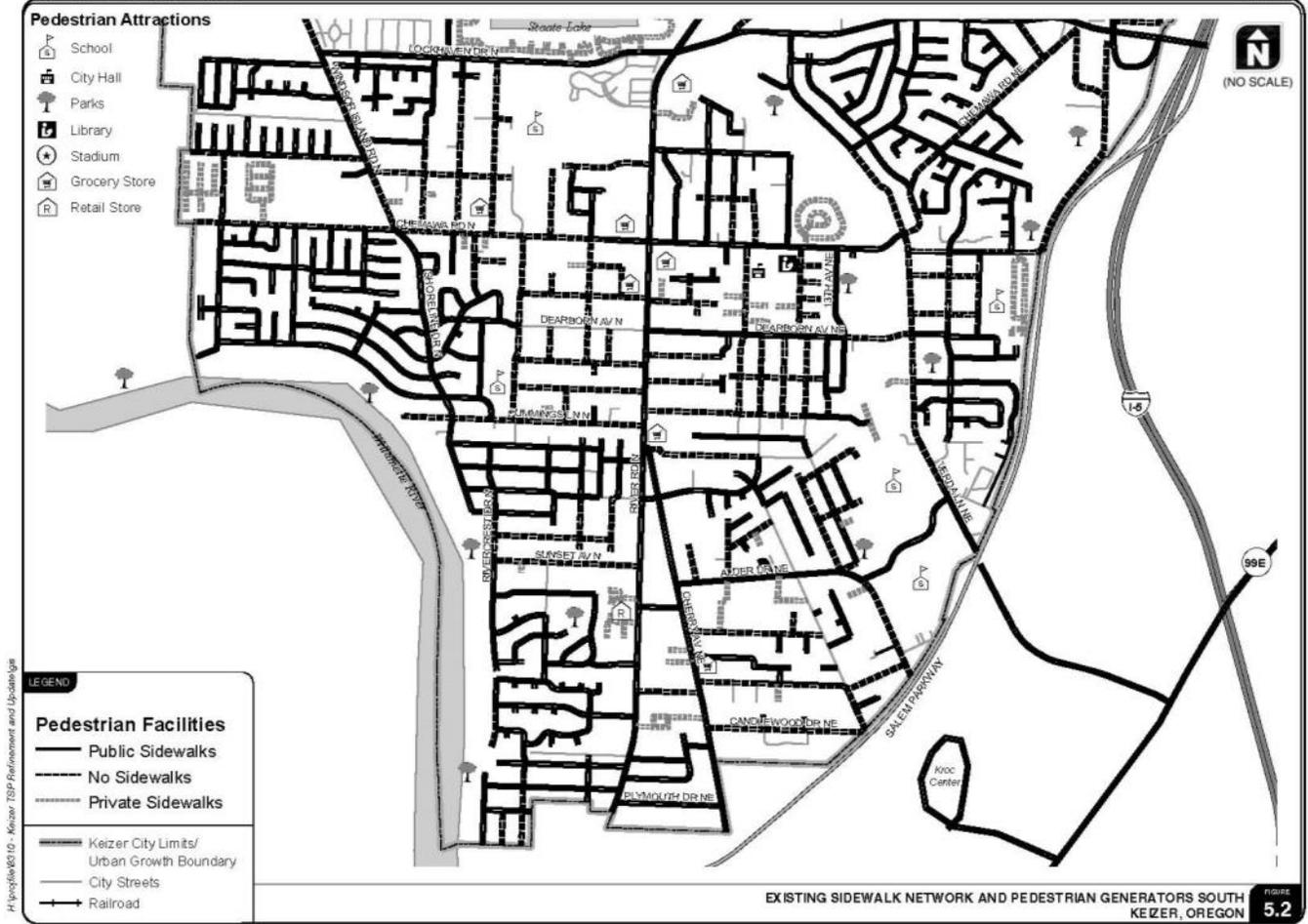
Qualitative Multimodal Assessment

As shown in Table 6, a qualitative multimodal assessment (QMA) was performed for segments of River Road and Cherry Avenue within the project study area. The QMA methodology uses the roadway characteristics and applies a context-based subjective “Excellent/Good/Fair/Poor” rating. For the purposes of describing the overall system as it relates to pedestrian, bicycle, and transit facilities, ratings for facilities segments were “averaged” across the segment to obtain a single subjective score. Table 6 provides QMA ratings for individual segments.

Table 6— Qualitative Multimodal Assessment

Roadway	Segment	Pedestrian	Bicycle	Transit
River Road	Wheatland Road to Lochhaven Drive	Good	Fair	Good
River Road	Lockhaven Drive to Chemawa Road	Good	Fair	Good
River Road	Chemawa Road to Manbrin Drive	Good	Poor	Good
River Road	Manbrin Drive to south city limits	Good	Poor	Fair
Cherry Avenue	Manbrin Drive to south city limits	Excellent	Good	Fair

Source: Kittelson & Associates, Inc.



Source: City of Keizer TSP

Figure 25— Existing Bicycle Facilities

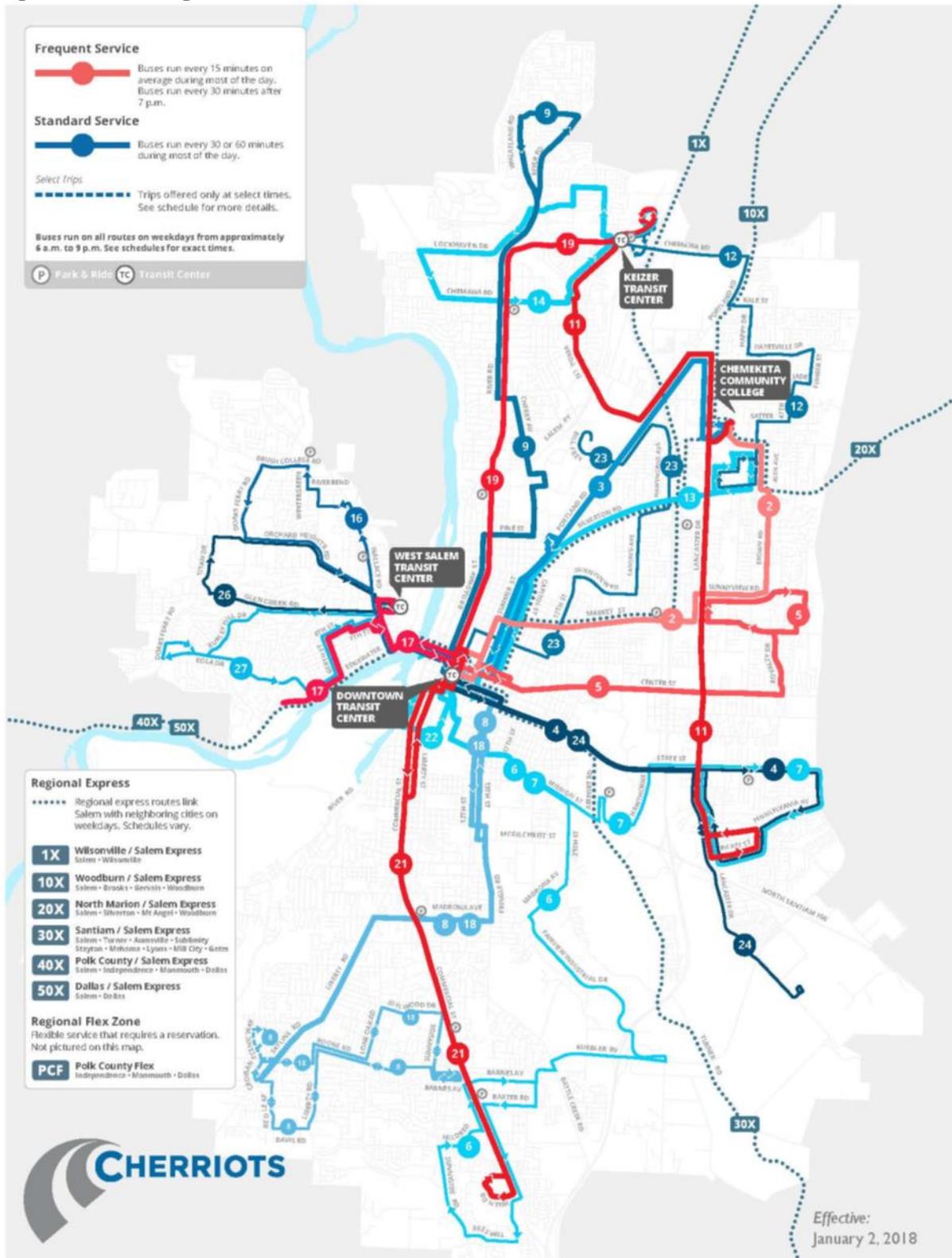
City of Keizer Transportation System Plan

March 2009



Source: City of Keizer TSP

Figure 26— Existing Transit Facilities



Source: City of Keizer TSP

Projected Land Uses

Land use plays an important role in developing a comprehensive transportation system. The amount of land that is planned to be developed, the type of land uses, and how the land uses are mixed together all have a direct impact on how the adjacent transportation system will be used in the future. Understanding land use is critical to taking actions to maintain or enhance the transportation system.

Population and land use data for project study area within the City of Keizer was provided by Mid-Willamette Valley Council of Governments (MWVCOG). The data includes base year 2010 and forecast year 2035 population, households, and employment estimates. The population, household, and employment data is summarized by Transportation Analysis Zone (TAZ). There are 14 TAZs that abut the project study area along River Road and Cherry Avenue. Figure 27 and Figure 28 illustrate the TAZs and the household and employment data. Table 7 summarizes the data for the base year 2010 and forecast year 2035. As shown in Table 7, population and household growth was expected to increase by approximately 1.1 percent per year over the 25-year period from 2010 to 2035, while employment growth was expected to increase by 1.4 percent per year. This compares to the overall population growth of 1.6 percent predicted for Keizer as a whole in Table 4.

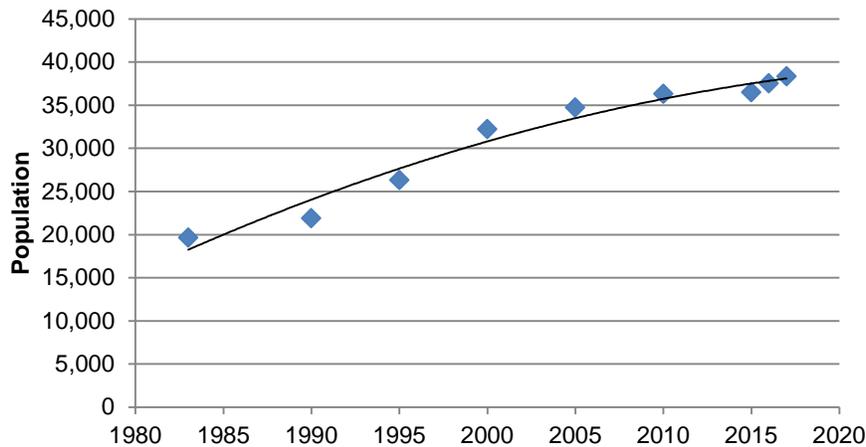
Table 7— Keizer Revitalization Plan Project Study Area Population and Land Use Summary

Land Use	2010	2035	Change	Annual Percent Change
Population	5,416	6,914	1,498	1.1%
Households	2,362	3,036	674	1.1%
Employment	3,669	4,966	1,297	1.4%

Source: MWVCOG

As land uses change in proportion to each other, there may be a shift in overall operation of the transportation system. Retail land uses generate a higher number of trips per acre of land than residential and other land uses. The location and design of retail land uses in a given area can greatly affect transportation system operations. Typically, there should be a mix of residential, commercial, and employment type land uses so that some residents may work and shop locally, reducing the need for residents to travel long distances to meet these needs. The data shown in Table 7 indicates that moderate growth is expected in the project study area in the coming years.

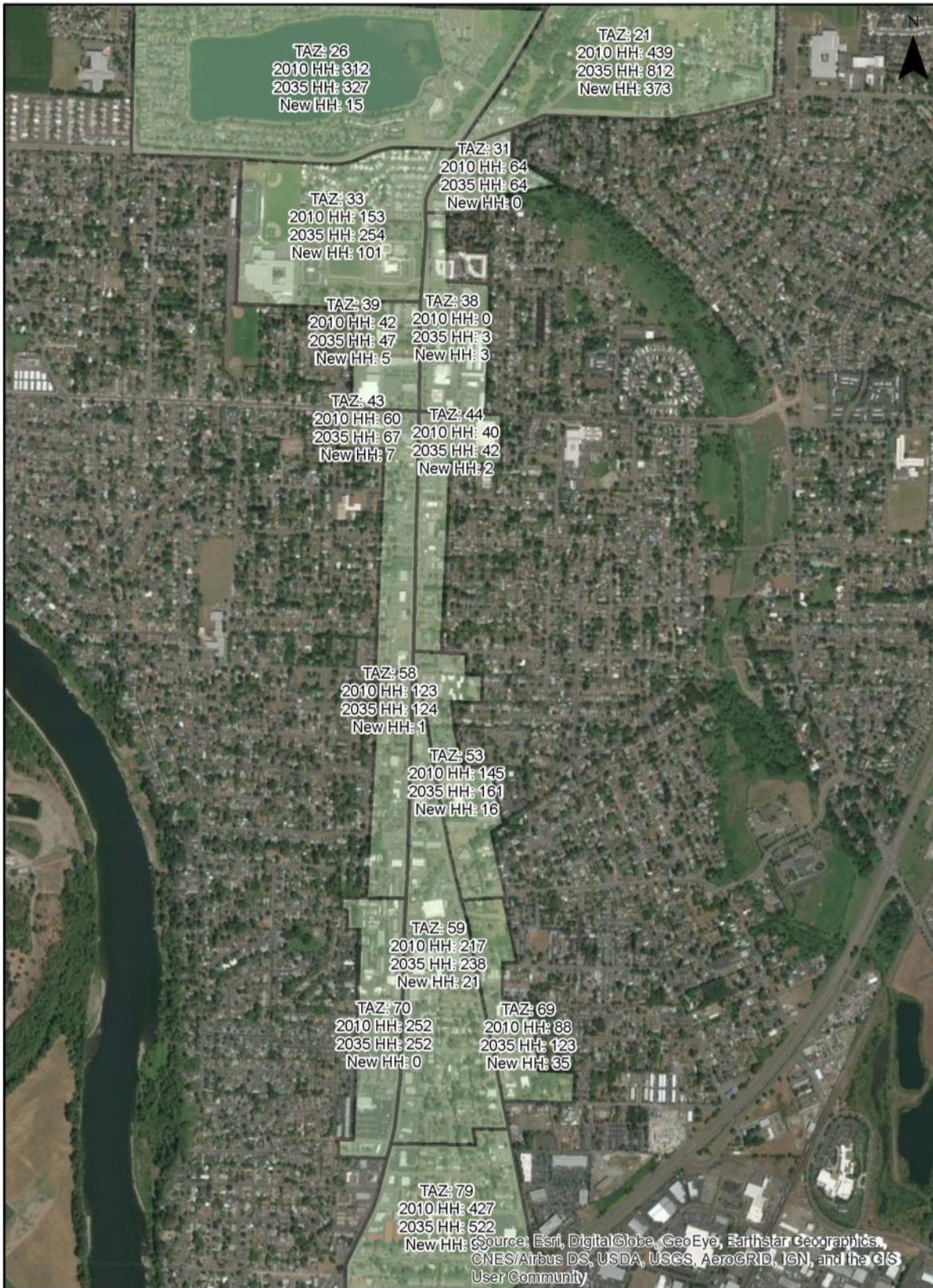
Figure 27— Keizer Population Growth, 1983-2017



Source: City of Keizer (<https://www.keizer.org/demographics>)

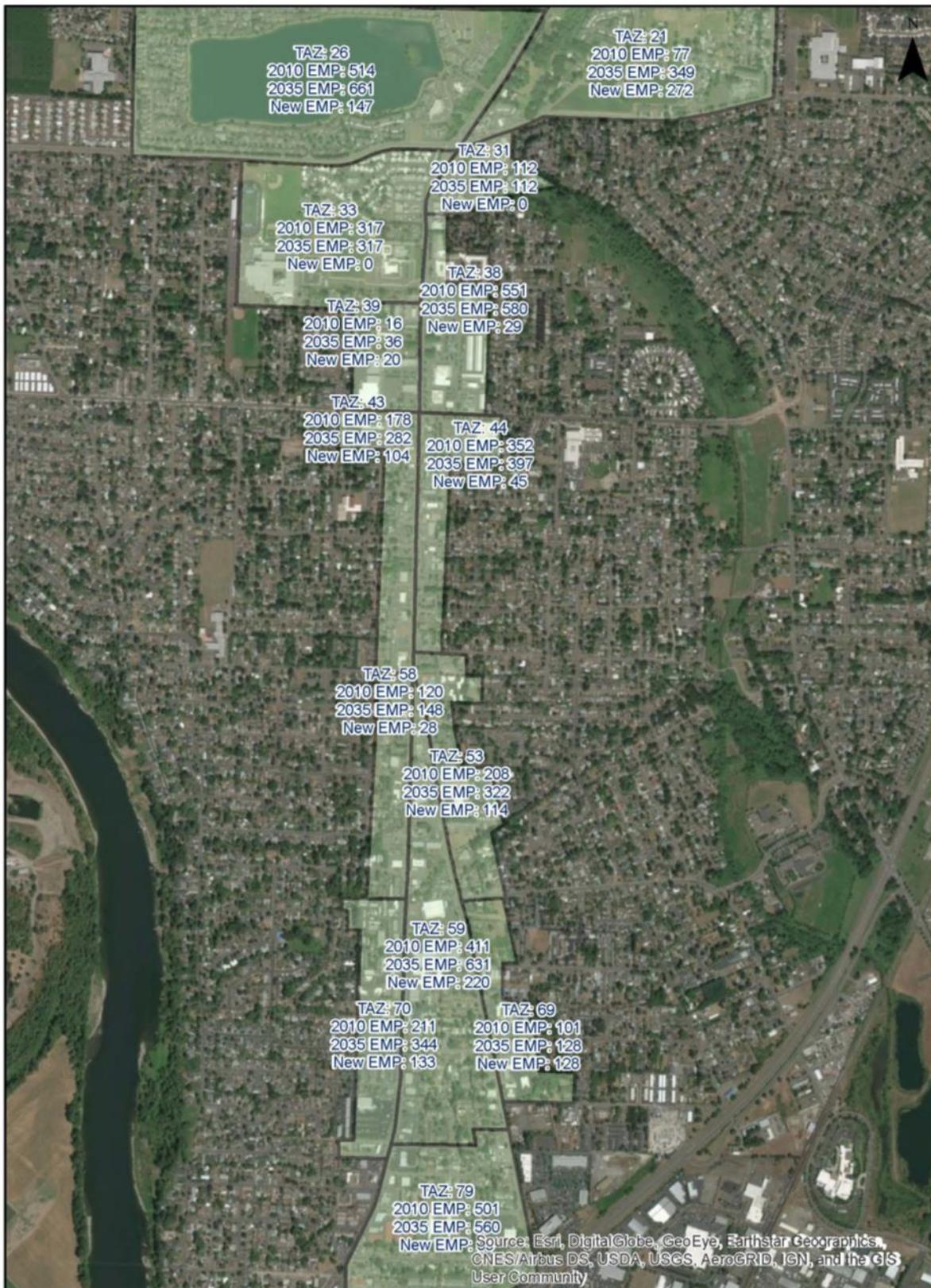
Historically, Keizer has grown faster on average than what was occurring in 2010 when the TSP was developed or in 2013 when the Housing Needs Analysis was developed (see Figure 27). From near flat growth in 2015, Keizer has grown by 2.8% and 2.2% for 2016 and 2017 respectively. This represents a higher growth rate than what was predicted in the HNA and TSP. A more rapid growth rate could result in planned TSP projects being warranted sooner than planned. Changes to zoning could include increasing allowed densities on properties within the study area. Successful outcomes of the Keizer Revitalization Plan that bring new development on these and other properties could also necessitate transportation investments sooner and trigger further traffic analysis to ensure compliance with Oregon’s Transportation Planning Rule.

Figure 28— Changes in Households by TAZ (2010 to 2035)



Source: MWVCOG

Figure 29— Changes in Employment by TAZ (2010 to 2035)



Source: MWVCOG

Planned Public Improvements

The City's TSP was reviewed to identify roadway improvement projects relevant to the Keizer Revitalization Plan. Projects identified in the City's TSP are summarized in Table 8. Project R4 is the only project that has been completed to-date.

Table 8— City of Keizer Financially Unconstrained Projects and Prioritization: River Road Projects

Project	Location	From	To	Description	Priority	Cost*	Status
R2	River Road/ Manzanita Street	N/A	N/A	Move intersection approximately 250 feet to the south Realign and reconstruct Manzanita Street and McNary Estates Drive approaches to River Road Construct separate westbound through and right-turn lanes	Medium	\$\$\$	Incomplete
R3	River Road/ Wheatland Road	N/A	N/A	Construct dual northbound left-turn lanes Change north and south left-turn phases to a protected left-turn phase Extend length of second southbound through lane	Medium	\$\$\$	Incomplete
R4	River Road/ Lockhaven Drive	N/A	N/A	Convert westbound approach to dual left-turn lanes, single through lane, and separate right-turn lane Covert east/west split phasing to protected left-turn phasing	Medium	\$\$	Complete
R9	Transportation and Access Management – Various Locations	River Road		Perform River Road Corridor Study	High	\$	On-going
		Lockhaven Drive		Perform Lockhaven Drive Corridor Study	High	\$	
		Chemawa Road		Perform Chemawa Road Corridor Study	High	\$	

\$\$\$ - Expected to have major ROW needs and/or a significant project scope.

\$\$ - Expected to have some ROW needs and/or a moderate project scope.

\$ - Expected to have minor ROW needs and/or a small project scope.

In addition to the planned projects on River Road, there are a number of projects identified in the TSP that connect to River Road, and that may be relevant to the Revitalization plan. These are summarized in Table 9.

Table 9— City of Keizer Financially Unconstrained Projects and Prioritization: Projects Connected to River Road

Project	Location	From	To	Description	Term	Cost*
S4	Chemawa Road	West City Limits	River Road	Construct approximately 1,200' of concrete curb and sidewalk. Bring Chemawa Road to arterial street standards.	Immediate	\$2,160,000
B5	Sunset Avenue	Rivercrest Drive	River Road	Construct bicycle lanes on both sides of the roadway. Includes roadway widening to accommodate 5' bike lanes. Does not include any sidewalk/curb construction.	Near	\$165,000
S3	Cummings Lane	Palma Ciea Park	River Road	Construct approximately 3,250' of curb and sidewalk along sections of Cummings Lane to bring to collector standards	Near	\$1,080,000
S5	Dearborn Avenue	Delight Street	River Road	Construct approximately 1,000' of curb and sidewalk to fill in gaps. Bring to collector street standard.	Near	\$580,000
S1	Sunset Avenue	Rivercrest Drive	River Road	Construct approximately 2,000' of curb, sidewalks, and bike lanes to bring to collector street standards	Medium	\$665,000
R5	Verda Lane Extension	River Road	Lockhaven Drive	Extend Verda Lane north of Lockhaven Drive and connect to River Road at a new alignment of McNary Estates Drive. Realign Trail Avenue. Close the existing River Road/Manzanita Street/McNary Estates Drive intersection.	Long	\$2,075,000
S2	Mandbrin Avenue	Toni Avenue	River Road	Fill in sidewalk gaps to local street standards. Construct approximately 625' of curb and sidewalk.	Long	\$210,000
S12	Wheatland Road	River Road	Clear Lake Road	Fill in sidewalk gaps to arterial street standards. Construct approximately 6,300' of curb and sidewalk.	Long	\$2,095,000

Miscellaneous Projects

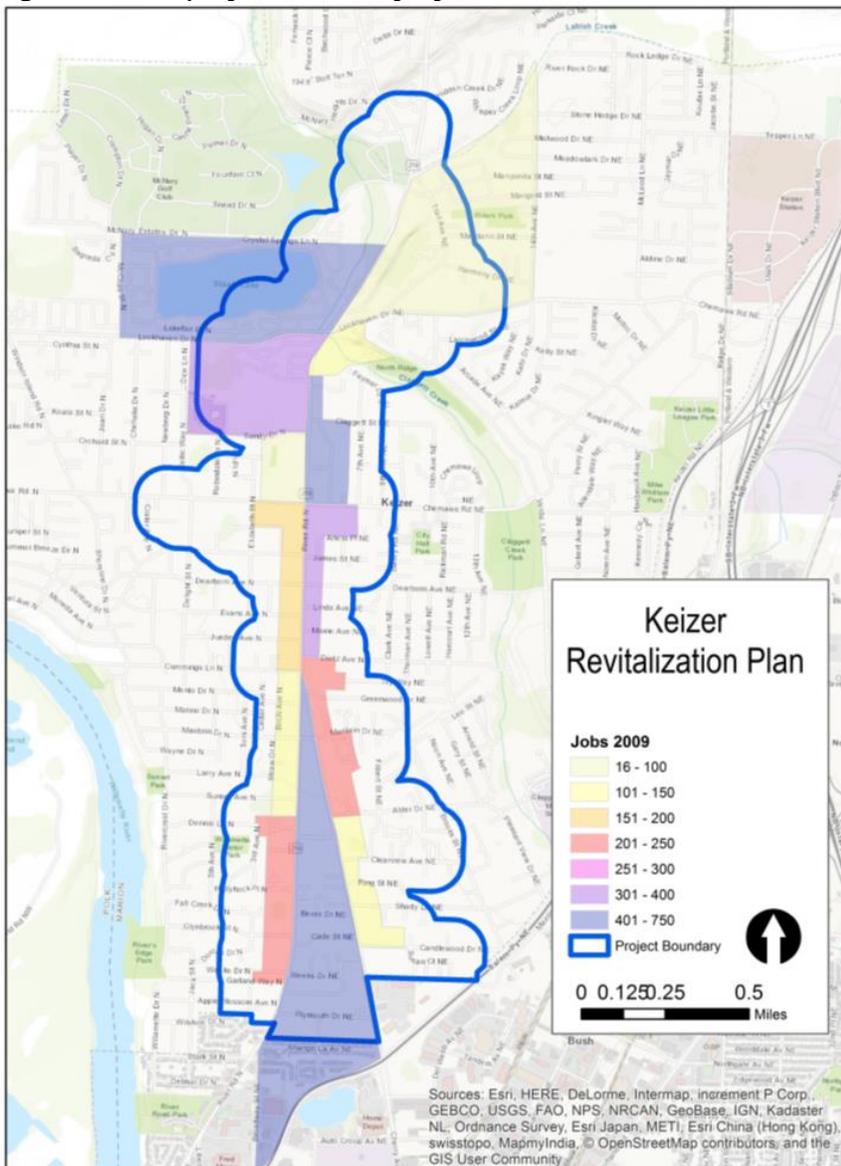
The following miscellaneous roadway projects relevant to the Keizer Revitalization Plan were also identified as requiring additional investigation or monitoring.

- Candlewood Drive/Cherry Avenue – monitor traffic operations to determine if improvements are needed

Location of major employers and trip generators

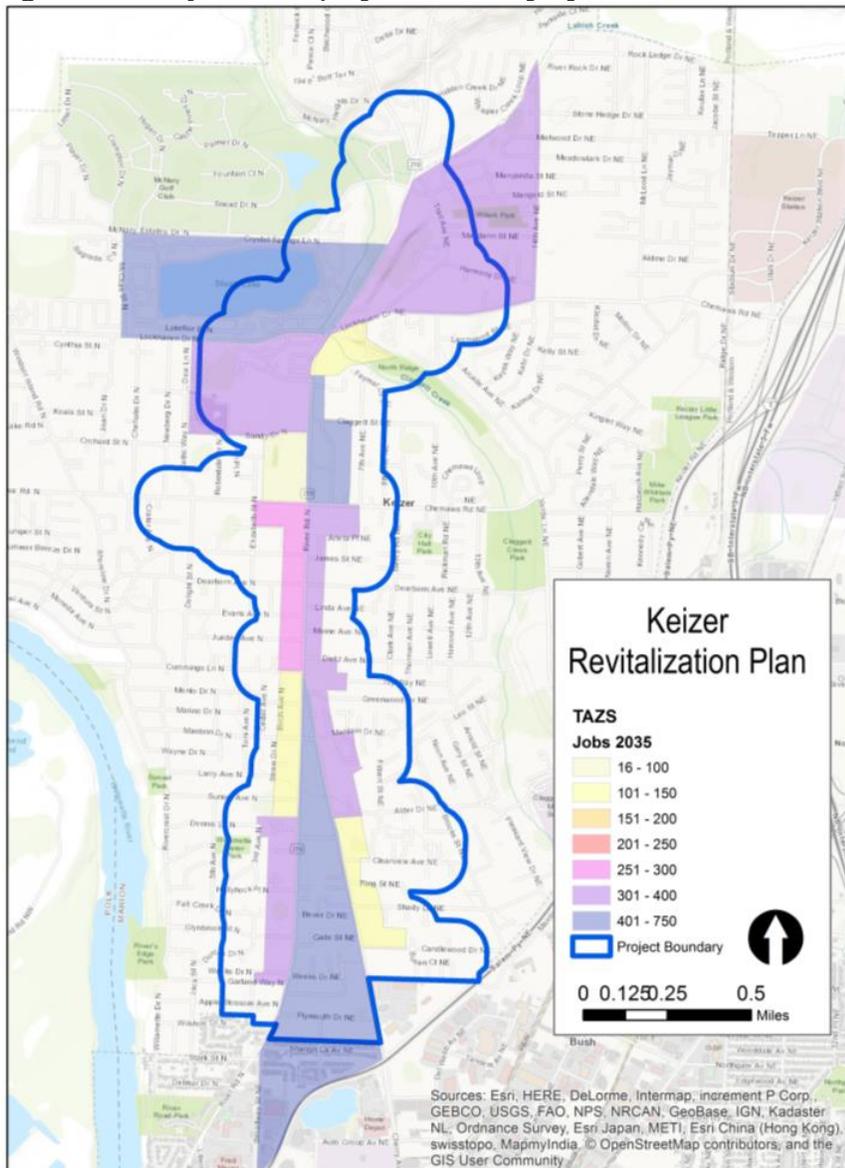
The following maps highlight the concentrations of employment for the TAZs within the study area. These are considered “trip generators” because they represent the areas with destinations to which people are driving, walking, biking or riding the bus. Figure 30 depicts the employment density as measured in 2009, and Figure 31 depicts the projected changes to employment density by 2035.

Figure 30— Employment Density by TAZ, 2009



Source: MWVCOG

Figure 31— Projected Employment Density by TAZ, 2035



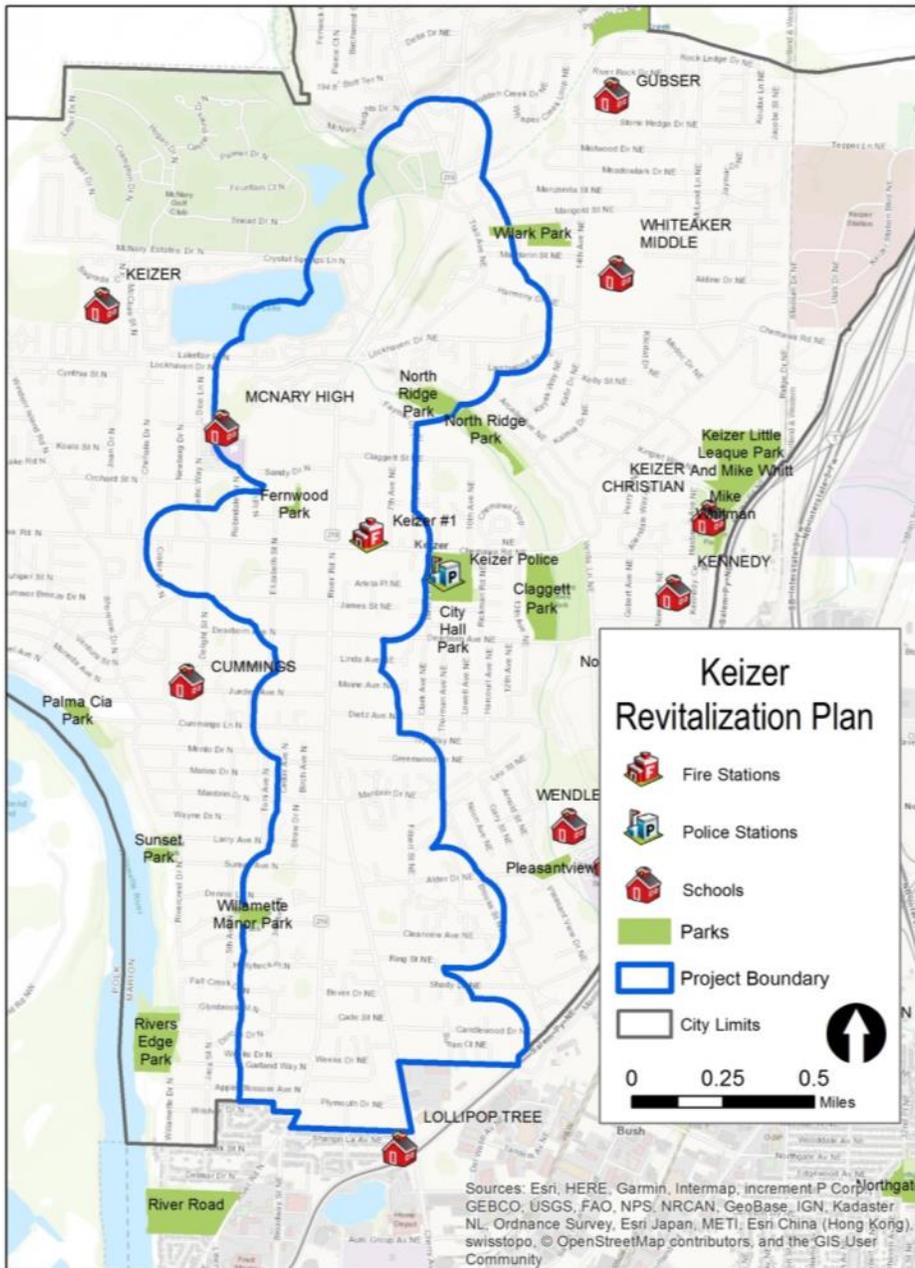
Source: MWVCOG

The southern portion of the study area currently contains the highest concentration of jobs, and therefore trip generators. This area is predicted to remain chief employment destination in the future. Vacant and underutilized land at the northern end of the study area, near the intersection of River Road and Lockhaven Drive, is expected to grow significantly, attracting a greater number of trips in the future. Increases in employment density are also predicted for a few other segments of the River Road corridor. Increasing the number of trip generators will add pressure to the transportation network. Balancing the mix of residential and employment uses along with increased transit services can help minimize the increase in auto trips.

Section 5— Public Facilities

Figure 32 shows the location of schools, parks, police stations, and fire stations in Keizer. McNary High School is the only high school in the city, and it falls within the boundaries of the study area. Keizer Fire Station #1 is also within the study area, while the Keizer Police Station is just outside the boundary on Chemawa Road. As for parks, there is very little land devoted to this use within the study area; the few parks that are within the boundary are North Ridge Park, Fernwood Park, and Willamette Manor Park.

Figure 32— Public Facilities



Source: Marion County, ESRI

Utilities

In thinking about the capacity for future growth in Keizer, and development opportunities within its commercial core, it is important to consider the capacity of the public utilities that serve development in the city. As detailed below, the capacity of Keizer's public utilities pose no significant barriers to new development or redevelopment within the study area.

Water

The City of Keizer owns wells, pumps, storage facilities, and treatment facilities that are used to deliver clean water to residences and commercial entities within the city. Keizer's Water Master Plan includes plans to serve the community through 2032. The City Public Works department has indicated that there is adequate water supply, treatment, and distribution for the city, given projected population growth through 2032. The Master Plan calls for an additional reservoir and pumping station to be built between 2020 and 2026 to accommodate expected growth.

Wastewater

Wastewater, also referred to as sewer, is conveyed through the City using pipes and pumps owned and operated by Keizer itself. Treatment is provided at the City of Salem's Willow Lake facility which process waste from the cities of Keizer, Salem, and Turner. Keizer Public Works indicates that there is adequate wastewater capacity to accommodate the city's projected growth.

Stormwater

The City owns a network of pipes and treatment facilities that release water into streams basins and wells. For new development, the City requires on-site stormwater treatment through the use of infiltration or biological treatment. This is to ensure that new development has minimal impact on the existing stormwater system, and that it can accommodate Keizer's growth.