

# KEIZER REVITALIZATION PLAN

Adopted by Keizer City Council on  
 September \_\_, 2019  
 Ordinance # \_\_\_\_\_



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*The contents of this document do not necessarily reflect views or policies of the State of Oregon.*



# Executive Summary

## Overview and Process

The Keizer Revitalization Plan provides a vision for revitalization of a key commercial corridor in the city of Keizer – the River Road/Cherry Avenue area. The Plan incorporates recommendations for updated policies and use, development, and design standards for the plan area; suggests public investments to achieve plan area objectives; and includes a set of strategies to implement the recommendations. The Keizer Revitalization Plan is a supporting document to the City of Keizer's Comprehensive Plan.

## Goals and Objectives

The Plan's goals and objectives were developed in coordination with City staff, stakeholder groups, public input, a Citizen Advisory Committee, and decision-makers and provide the framework for the Plan recommendations. The Gap Analysis Addendum included as Appendix 4 provides additional detail about the development of the goals and objectives.

### **Goal A: A Thriving, Diverse Corridor**

1. *Zoning and land use regulations that provide opportunities for a variety of living-wage jobs.*
2. *A range of goods and services for all.*
3. *Supports existing businesses and new businesses through implementation of public and private sector incentives, investments and partnerships.*
4. *A variety of housing for the range of community member incomes, needs, and preferences.*
5. *The creation of centers along the corridor, with transitions between them.*
6. *A strong and unified identity communicated through streetscape design elements.*
7. *Spaces for gathering and other places that celebrate the strength of community and family in the corridor.*

### **Goal B: Thoughtful Growth and Redevelopment**

1. *Development (uses and design) that is consistent with Keizer's small-town character.*
2. *A mix of uses that makes more efficient use of existing and new infrastructure.*
3. *Proximity and mix of uses in development centers that community members can walk, roll, or drive (short distances) to access.*
4. *Public improvements and private development that create an attractive and distinctive identity for the area.*

### **Goal C: Excellent Transportation and Public Facilities**

5. *A balanced set of transportation options including transit, walking, bicycling, and driving that provide access to development centers and public spaces in the corridor.*
6. *Transit access focused at development centers in the corridor.*
7. *Enhanced safety and minimal conflicts between different types of transportation modes.*
8. *Well-maintained roads that control and mitigate traffic congestion.*
9. *Well-maintained streets, and bicycle and pedestrian facilities.*
10. *Friendlier environments and slower traffic speeds that help facilitate walking and rolling on River Road and Cherry Avenue, through landscaping, crossings, and fewer driveways.*
11. *Enhanced access to parks and the creation of gathering spaces that are accessible to all community members.*

## Recommendations

The Plan recommends amendments and actions in three key areas: Land Use; Public Investments; and Transportation Facilities. Key recommendations are provided below, and more detail is provided in the Plan document and Appendices.

### *Land Use and Urban Design*

The plan area has been organized into two key areas: The River-Cherry Overlay District (RCOD); and subdistricts or “Centers” as shown in Figure 1:

- Lockhaven Center
- Chemawa Center
- Cherry Center

Key land use recommendations for the plan area and sub-districts include targeted improvements to the existing Keizer Development Code to allow additional flexibility and clarity. These improvements include:

- Broaden and simplify standards for permitted uses within the RCOD
- Revise site development standards within the RCOD (setbacks, landscaping, lot coverage) to allow for more efficient mixed-use development
- Reduce off-street parking requirements
- Allow a variety of housing types
- Adopt new building design standards
- Address access spacing standards
- Adopt new development standards for Centers in the RCOD
- Adopt Urban Design Standards for Centers in the RCOD

### *Transportation*

A variety of transportation facility improvements are included in the plan to support mixed-use and multimodal development of the plan area. Key recommendations include:

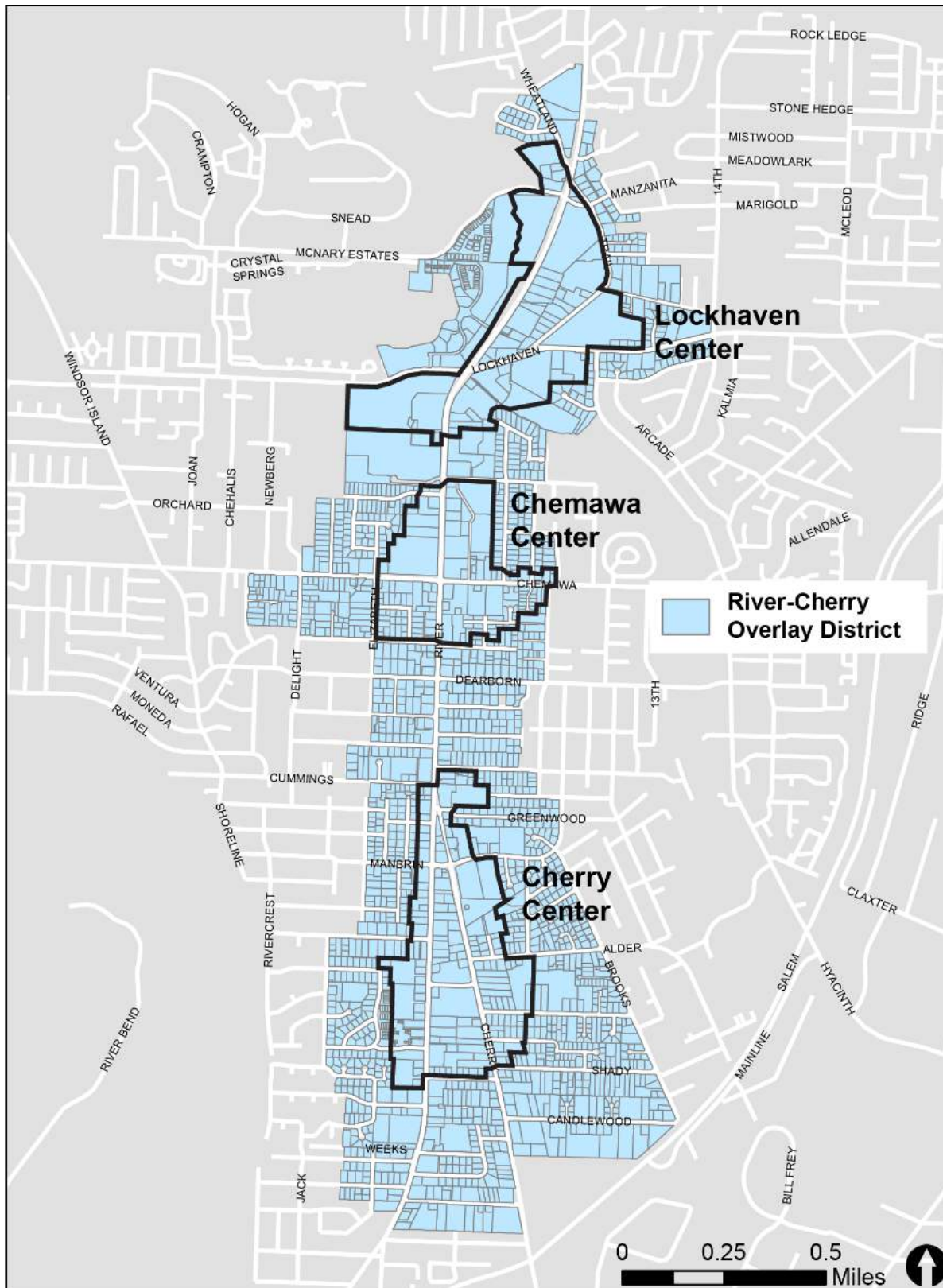
- Provide a physically separated multi-use path on the east side of River Road to provide separation between the travel lane and the non-motorized space to accommodate users of all skill levels, ages, and abilities.
- Establish driveway consolidation and shared access standards for development and redevelopment.
- Establish “neighborhood greenways” to provide low-stress parallel bicycling routes to River Road.
- Develop sidewalk upgrade and infill program to connect neighborhoods to River Road and Cherry Street
- Perform a road safety/mobility audit
- Implement existing Transportation System Plan projects to realign and reconstruct McNary and Manzanita (Project #R2) and improve the River Road/Wheatland Road intersection (Project #R3)

### *Public Investment*

In order to implement the Plan objectives and goals, public investment will be necessary. These public investments will contribute to placemaking, transportation, parking, development partnerships, and economic development. Some of these investments are longer-term and require identification of funding sources and champions, while others are shorter-term and require policy revisions and coordination with private development. The key public investment initiatives include:

- Establish a Main Street Program
- Create an Economic Development Department and/or Position
- Develop Public Parking Lot(s)
- Enhance Claggett Creek near Lockhaven Intersection
- Create an accessible public plaza, to include upgrades to Walery (Christmas Tree) Plaza

**Figure 1 – River-Cherry Overlay District (RCOD)**



Source: City of Keizer, Marion County, ESRI

# Section 1. Background and Planning Process

## Project Overview

### *Background*

The Keizer Revitalization Plan (Plan) is intended to refine the City of Keizer Comprehensive Plan and Development Code by building upon and replacing previously-adopted neighborhood plans and planning efforts, including but not limited to the Keizer River Road Renaissance Implementation Report, adopted in 2004; the McNary Activity Center Design Plan, adopted in 1991; and planning efforts in the Cherry Avenue area.

The Plan updates these plans and planning efforts to create policies and identify investments to increase development densities and the mix of land uses and to improve conditions for walking, cycling, and riding transit. The Plan will help the City make more efficient use of existing urban land and transportation infrastructure, reducing the need for future Urban Growth Boundary expansions and expensive transportation investments.

### *Project Plan Area*

The Keizer Revitalization Plan is focused on the land surrounding the River Road and Cherry Avenue corridors, which together comprise Keizer's commercial core area. For the analysis portions of this Existing Conditions memo, a geographic study area was developed by selecting the properties planned and zoned for commercial or multifamily use, as well as the land extending approximately 500 feet beyond those properties. The south end of this area was clipped off where it extended past the city limits.

The study area boundary, shown in blue on the map in Figure 2, encompasses just over 1,000 acres. This is over 20 percent of the land within the city of Keizer, which includes a total of 4,590 acres and more than 5,000 properties. The study area includes the majority of the city's land that is designated for commercial and multifamily uses, but the boundary was extended to include adjacent residential neighborhoods as well. This is to ensure that the project also examines how nearby residents travel to and from the commercial areas and looks at what types of experiences they have.

### *Plan Goals and Objectives*

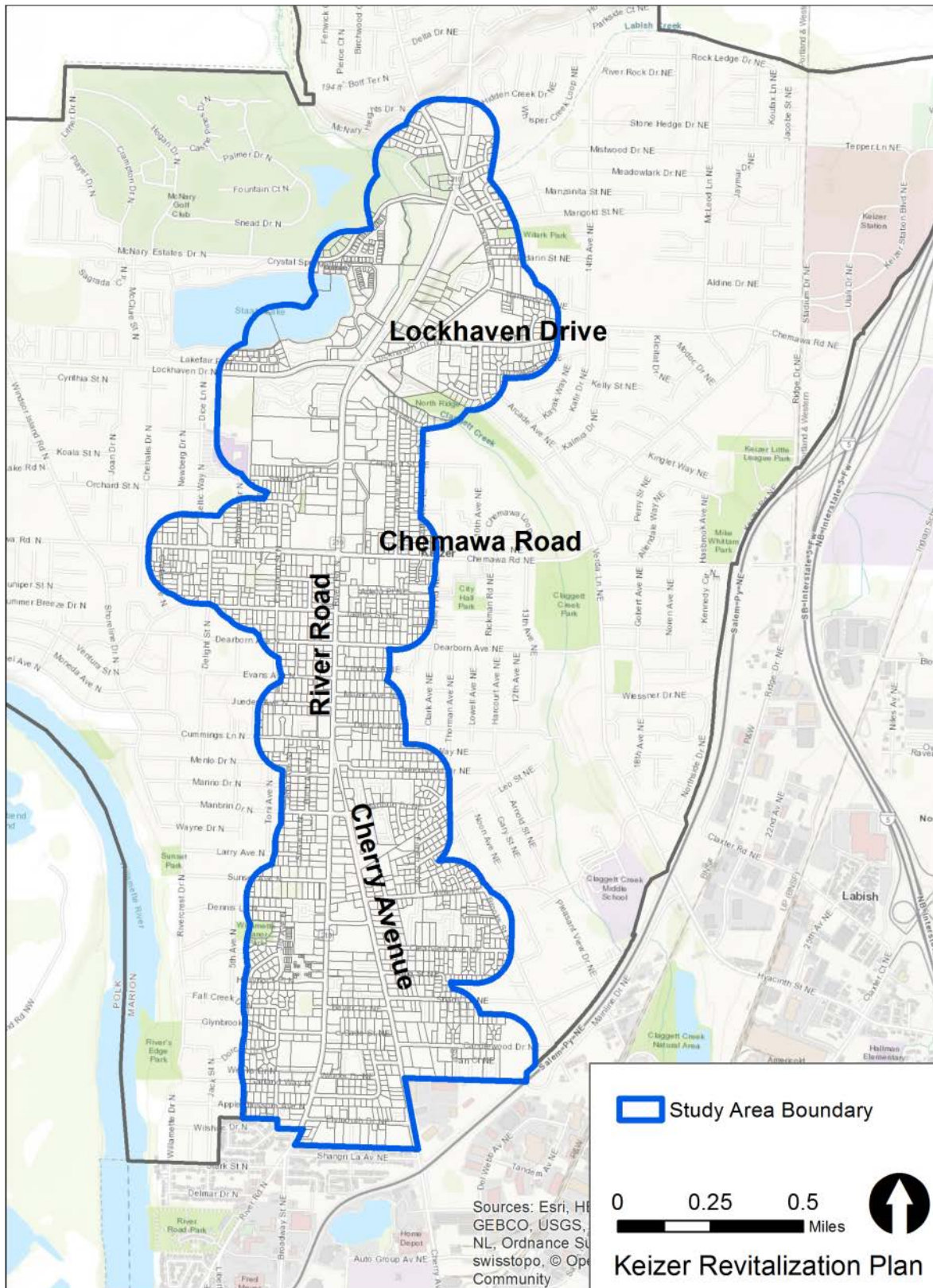
The Plan goals and objectives were developed by building on goals and objectives from prior plans and with input from the public events, citizen advisory committee, stakeholder meetings, the Planning Commission, and City Council convened for this planning process.

The goals and objectives were further refined to describe the desired outcomes of this project. Each of the Plan recommendations were reviewed against these goals and objectives. See Appendix 4.

Table 2 in Section 5 identifies the Plan Goals and Objectives, as well as the implementation strategies that will address each goal and objective. Sections 2 – 4 of the Plan provide detail of the recommendations for Land Use and Urban Design, Transportation, and Public Improvements and Investments. Section 5 of the Plan identifies implementation actions, and Section 6 identifies potential funding sources.



**Figure 2— Plan Area Map**



Source: City of Keizer, Marion County, ESRI

## ***Planning Process and Public Engagement***

The project team evaluated existing policies and regulations for the project area and created three potential scenarios for uses and development within the project area. These scenarios were refined based on input from the Citizen Advisory Committee, Planning Commission, and City Council. They were also evaluated against the project goals and objectives outlined above. This evaluation and community input resulted in a preferred scenario, which informed the proposed Comprehensive Plan and Development Code amendments and the transportation analysis.

Community members were actively involved in the planning process. The project team provided the following materials and conducted the following activities to provide information and request input and guidance during development of the Plan. See Appendix 9 for an overview of public engagement activities.

### **Informational Materials**

The City of Keizer project manager created a web page for the project and kept it updated with current events, supporting documents, and project updates. The City's project manager established an e-mail list to communicate with interested parties.

### **Citizen Advisory Committee Meetings**

The project team met four times with a Citizen Advisory Committee (CAC) consisting of business owners, business associations and residents of the study area, users of transportation facilities, and Salem-Keizer Public Schools. CAC input was incorporated into these final Plan recommendations.

### **Stakeholder Meetings and Interviews**

The project team conducted 16 interviews with several Plan area business and property owners, neighborhood representatives, and conducted three stakeholder outreach meetings. Stakeholder input was incorporated into these final Plan recommendations.

### **Public Meetings**

The project team conducted two public events and two community meetings to share the progress of the project and receive input from the broader community. Public input was incorporated into these final Plan recommendations.

### **City Council and Planning Commission Work Sessions**

The City Council and Planning Commission held two joint work sessions during the development of the Plan and provided guidance for the final draft Plan. The City Council and Planning Commission will review and adopt this plan as an amendment to the Keizer Comprehensive Plan.

## **Existing Conditions**

### ***Land Use***

#### **Comprehensive Plan**

Adopted in 2014, Keizer's Comprehensive Plan establishes community goals and aspirations, and broadly guides future development through maps, goals and policies. Figure 3 below depicts Comprehensive Plan designations for land within the city.

As Figure 3 illustrates, the majority of the land directly along the River Road/Cherry Ave corridors is designated for commercial use. In fact, Keizer has little commercially designated land outside of the project study area. This area is also home to most of the lands designated for medium-high density residential development. Because the boundary for the study area extends 500 feet beyond the properties zoned for commercial use and multifamily residential housing, a large share of the land within this analysis area is also designated for low-density (single-family) and medium-density housing.

## **Zoning**

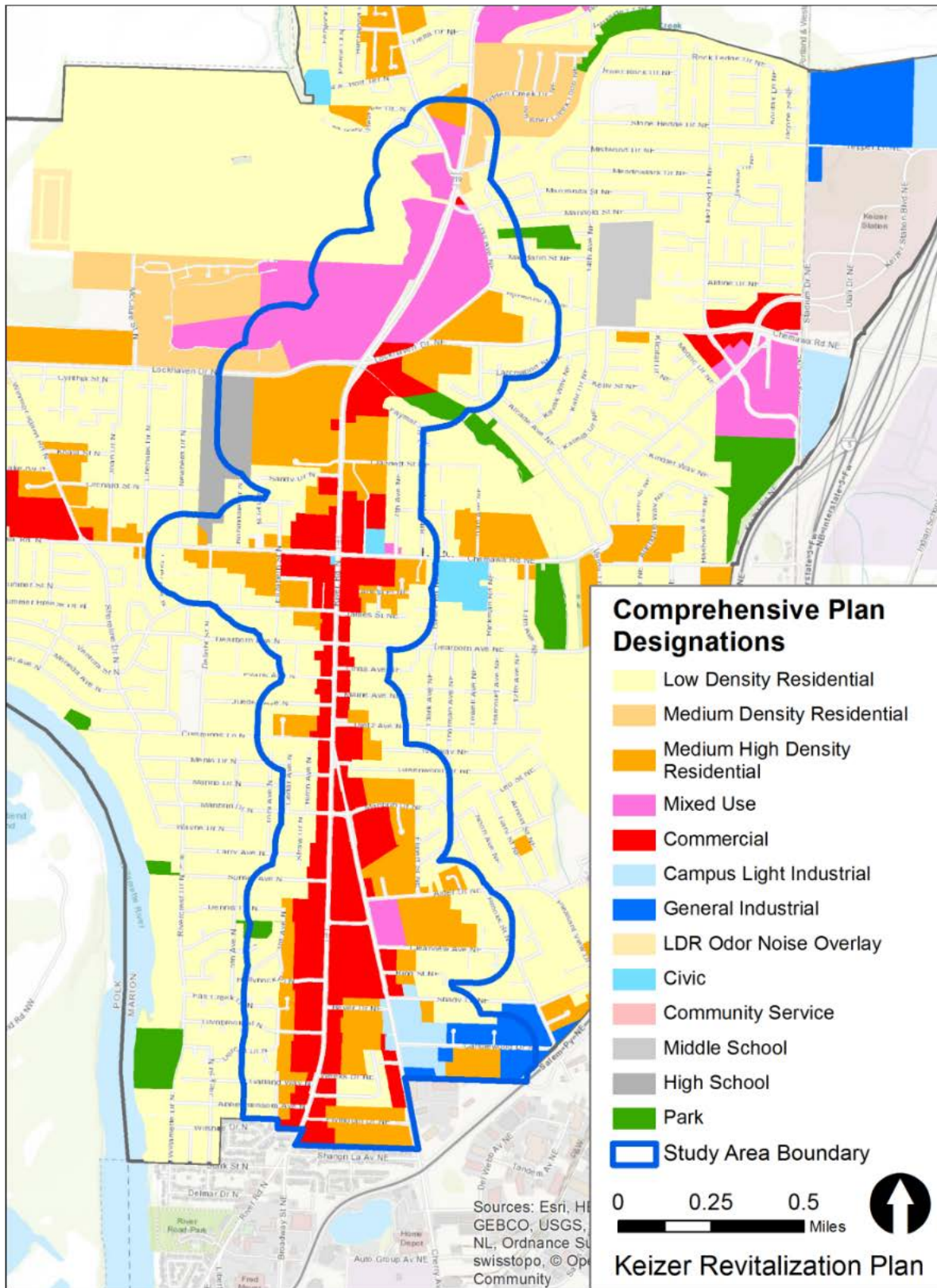
While the Comprehensive Plan map illustrates a more general, long-term vision for the city's land uses, the zoning map implements the Comprehensive Plan by regulating what is allowed on the land today and providing the details that shape physical development. As is evident in Figure 4 below, the patterns seen in the zoning map closely align with the Comprehensive Plan map. (Note: the zoning map depicted in Figure 4 aggregates zoning designations into general classes for the sake of simplified illustration and analysis. The City's official zoning map shows multiple zoning designations within some of these generalized classes, but those are not depicted here.)

## **Land Use Patterns**

The Marion County assessor categorizes the uses of each property within the county; this data is mapped in Figure 5 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 5 shows that the lands along River Road and Cherry Avenue are dominated by commercial uses. Multifamily 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 several places within the study area where single-family homes are immediately adjacent to these commercial uses.



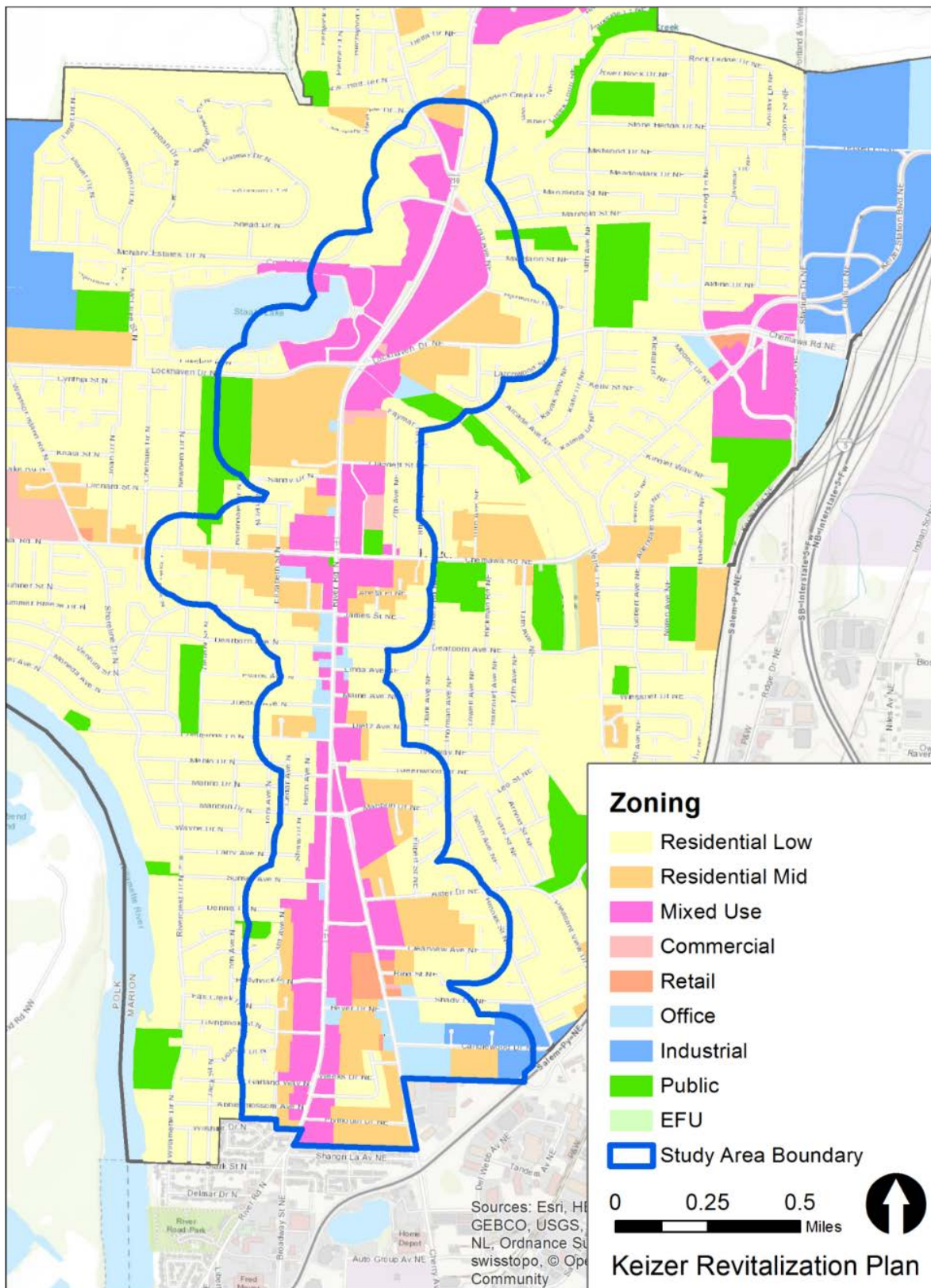
**Figure 3— Comprehensive Plan Map**



Source: City of Keizer, ESRI

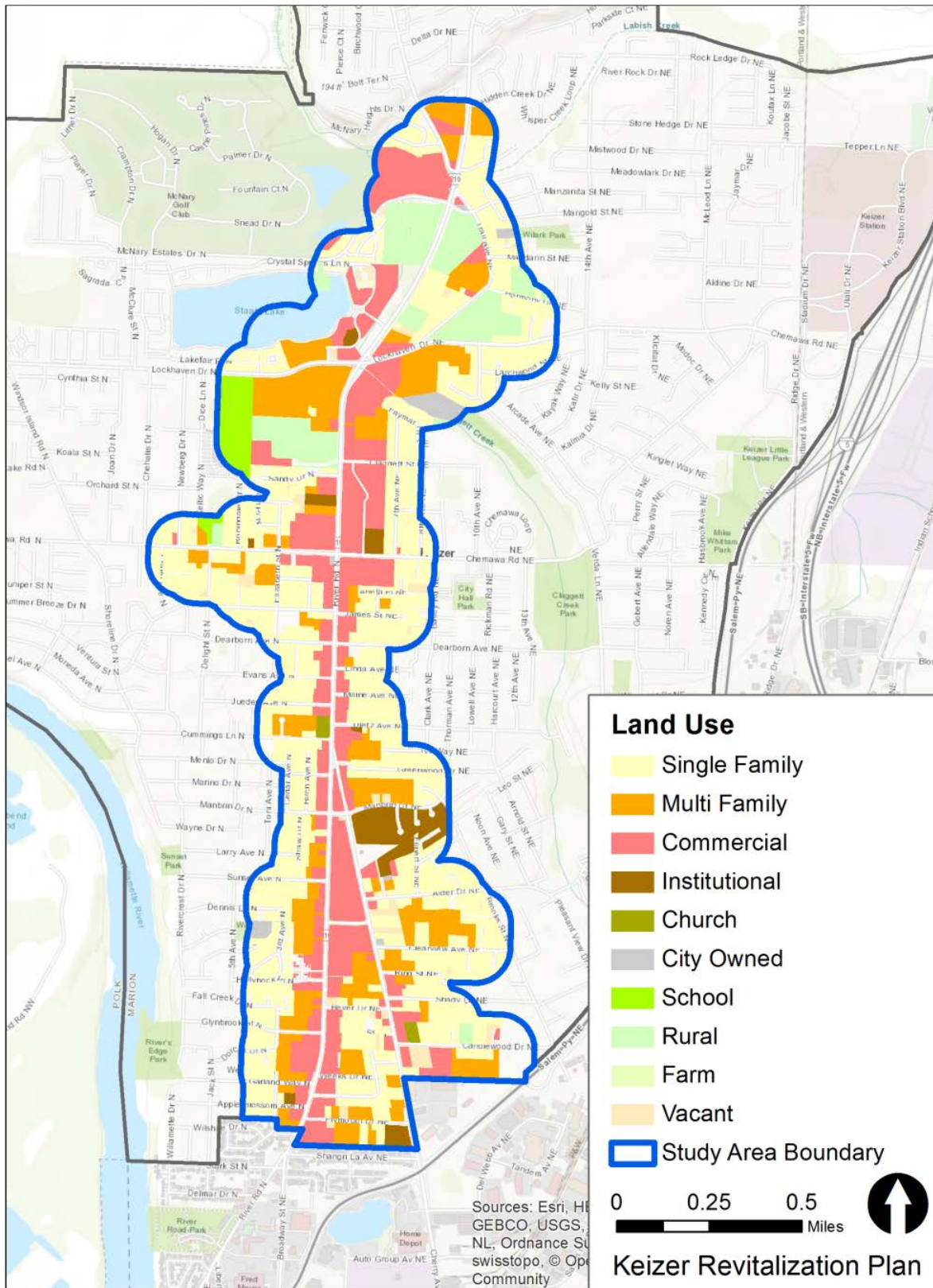


**Figure 4— Zoning Map**



Source: City of Keizer, ESRI

**Figure 5—Land Use Map**



Source: City of Keizer, Marion County Assessor, ESRI



## **Transportation**

### **Existing Conditions**

#### **Pedestrian Facilities**

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, most curb-ramps do not provide a tactile warning strip and are therefore non-ADA compliant.

#### **Bicycle Facilities**

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.

#### **Transit Facilities**

Transit service in the project study area, known as "Cherriots," is provided by Salem-Keizer Transit (SKT) which operates fixed-routes 9, 14 and 19 in the study area.

- Route 9: Cherry/River Road 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 14: Windsor Island Road operates as a standard loop service line with 30-minute headways providing transit service from Keizer Station to Windsor Island Road via Lockhaven Drive. The bus then returns to Keizer Station along Chemawa Road.
- Route 19: Broadway/River Road 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 more thorough evaluation of these facilities is included as Appendix 8.

#### **Qualitative Multimodal Assessment**

The ODOT APM provides a methodology for evaluating bicycle, pedestrian, and transit facilities within urban and rural environments called Qualitative Multimodal Assessment (QMA). As applied by ODOT, this methodology uses four types context-based subjective ratings of Excellent, Good, Fair, and Poor. The QMA is based on outside travel lane width, bicycle lane/shoulder width, presence of buffers (landscaped or other), sidewalk/path presence, lighting, travel lanes and speed of motorized traffic.

The qualitative multimodal assessment was conducted for River Road and separated into two segments based on the varying character and facilities provided. These segments include:

- Segment 1: River Road – Northern Study Area Limits to Chemawa Road
- Segment 2: River Road – Chemawa Road to Southern Study Area Limits

The results of the qualitative multimodal analysis for Segment 1 and Segment 2 of River Road are illustrated in Table 1. A detailed analysis of bicycle facilities along River Road as well as parallel routes is included in the following section.

**Table 1 – River Road (Segment 1 and 2) Qualitative Multimodal Assessment**

Segment	Pedestrian	Bicycle	Transit
Segment 1: River Road Northern Study Area Limits to Chemawa Road	Fair	Fair	Fair
Segment 2: Chemawa Road to Southern Study Area Limits	Fair	Poor	Fair

**Bicycle Level of Traffic Stress**

The ODOT APM provides a methodology for evaluating bicycle facilities within urban and rural environments called Bicycle Level of Traffic Stress (BLTS). As applied by ODOT, this methodology classifies four levels of traffic stress that a bicyclist can experience on the roadway, ranging from BLTS 1 (little traffic stress) to BLTS 4 (high traffic stress). A road segment that is rated BLTS 1 generally has low traffic volumes and travel speeds and is suitable for all cyclists, including children. A road segment that is rated BLTS 4 generally has high traffic volumes and travel speeds and is perceived as unsafe by most adults. Per the APM, BLTS 2 is considered a reasonable target for bicycle facilities due to its acceptability with most people.

The BLTS score is determined based on the speed of the roadway, the number of travel lanes per direction, the presence and width of an on-street bike lane and/or adjacent parking lane, and several other factors such as the presence of a centerline. There 7 segments rated BLTS 3 and 10 segments rated BLTS 4 within the adjacent parallel routes identified in the Keizer TSP.

**Public Facilities and Services**

As detailed in Appendix 2, the capacity of Keizer’s public facilities and services 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 stream basins and wells. For new development, the City requires on-site stormwater treatment through 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.

## Market Analysis

From this analysis, it appears that achievable pricing in the Plan area may be high enough to attract some redevelopment and infill development of residential uses, both ownership and rental. This will differ from site to site based on the age and condition of the existing use, the size of the parcel and how many new units it can accommodate. Under current conditions, the most likely residential forms are likely to remain low-rise attached buildings of three stories or less.

Currently, redevelopment of commercial properties along the highway may remain more of a challenge. This is because achievable commercial lease rates are still modest enough that they will not justify the cost of redevelopment of most sites. However, it is possible that office rent levels may justify redevelopment of low-value parcels into new office or office/retail mixed properties over time. Commercial lease rates are typically higher at larger shopping centers with an anchor tenant, such as a grocery or department store. A new shopping center may be a potential user of new development. However, finding a parcel of sufficient size or assembling a collection of smaller parcels presents a challenge as this strip is largely built out.

As detailed in Appendix 3, in order to increase opportunities for redevelopment, new centers of activity are needed and the current low-density, highway-oriented commercial environment would need to change. Public interventions will be necessary to assist this process. Potential public interventions are described in more detail in Section 6.

## Scenario Analysis

Three development scenarios were developed for discussion with the community. The consultant team evaluated the scenarios against the project goals and objectives and identified the potential outcomes of each scenario. A more detailed evaluation is found in Appendix 4.

Ultimately, Scenario 3 was selected for further evaluation and provided direction for the recommended policy and regulatory revisions. The Land Use and Urban Design; Transportation; and Public Investment recommendations in the following sections implement Scenario 3.

## Background Documents

Background documents prepared during the planning process have been incorporated as Appendices and provide additional detail.

## Section 2. Land Use and Urban Design

This section describes Plan goals and assumptions related to land use and urban design; the evaluation of land use and urban design needs, and recommendations to address impediments identified in Appendix 4.

### Goals and Assumptions

The plan area goals and objectives for land use and urban design include the following:

- Zoning and land use regulations that provide opportunities for a variety of living-wage jobs.
- A range of goods and services for all.
- A variety of housing for the range of community member incomes, needs, and preferences.
- The creation of centers along the corridor, with transitions between them.
- Spaces for gathering and other places that celebrate the strength of community and family in the corridor.
- Development (uses and design) that is consistent with Keizer's small-town character.
- A mix of uses that makes more efficient use of existing and new infrastructure.
- Proximity and mix of uses in development centers that community members can walk, roll, or drive (short distances) to access.
- Public improvements and private development that create an attractive, distinctive identity for the area.
- Transit access focused at development centers in the corridor.
- Friendlier environments and slower traffic speeds that help facilitate walking and rolling on River Road and Cherry Avenue, through landscaping, crossings, and fewer driveways.

### Analysis

The draft Plan and Code amendments were presented for review and discussion at the third meeting of the CAC, stakeholder outreach meetings, a public event, a community meeting, and a joint Planning Commission and City Council work session in March 2019. The proposed Plan and Code amendment have incorporated input from those meetings and events.

## Recommendations

### *Comprehensive Plan and Development Code Amendments*

#### Comprehensive Plan

This Plan is intended to be adopted as an element of (i.e., an addition to) the City of Keizer Comprehensive Plan, thus amending the City's current Comprehensive Plan. As an element of the Comprehensive Plan, this Plan's goals and objectives serve as policy statements with which future applications in the Plan area will be required to demonstrate consistency.

In addition, Appendix 5 presents specific amendments to the existing Comprehensive Plan, including:

- **Comprehensive Plan Map amendments** – Map amendments remove the McNary Activity Center designation to allow for new Lockhaven Center provisions to be the primary guidance in the northern center in the corridor. Some Comprehensive Plan Map designations are shifted to Mixed Use to support consistent implementation of the mixed-use vision for the corridor, including the rezoning of land to Mixed Use zoning designations.
- **Comprehensive Plan text amendments** – Minor text modifications acknowledge the Keizer Revitalization Plan and retire the McNary Activity Center Plan.

## Development Code

Keizer Development Code (KDC) amendments created to implement this Plan include the following:

- **River-Cherry Overlay District (RCOD)** – As discussed in Section 2, the RCOD is a new overlay district- a “leaner and cleaner approach” recommended for the Plan area instead of a new base zone or modifications to existing base zones that would need to be specified as applying either city-wide or just in the Plan corridor.
- **Other KDC amendments** – Amendments were also crafted for other sections of the KDC that are largely procedural in that they provide needed references to the RCOD and support its implementation. See the amendments in Appendix 5.
- **Zone Map amendments** – While they are not development code amendments per se, sets of potential Zone Map amendments were developed as part of this planning process that help implement the Plan’s goals and objectives and the RCOD. These amendments consist of large-scale rezoning of commercial zoning to Mixed Use (see Appendix 5.B). Rezoning a few select areas from medium-density residential to Mixed Use and some single-family residential land to medium-density residential was also recommended for revitalizing this corridor. However, those recommendations, including measures to preserve affordable housing, will be further reviewed and discussed with the community before action is taken. In general, consistent Mixed Use zoning in the corridor allows for the full range of uses desired in the corridor; flexibility for property owners and future developers; uniformity in the direction and application of development requirements; and application of existing Mixed Use zone development requirements related to pedestrian and vehicle circulation and building design that exemplify the goals and objectives of this Plan.

## Permitted uses

The proposed amendments address:

- Mixed-use development
- Housing variety
- Employment

## Development and Design Standards

The proposed amendments address:

- Site development standards
  - Setbacks
  - Minimum landscaping
  - Density and lot size
  - Parking (ratios and locations)
- Building standards
  - Building and entrance orientation and accessibility
  - Ground floor uses
  - Glazing/transparency
  - Weather protection
  - Architectural detailing
  - Height

## Frontage Improvement Requirements

The proposed amendments:

- Establish or clarify requirements for frontage improvements (e.g., right-of-way dedication, sidewalks, and street trees) as part of new development and major renovation.
- Modify existing language to clarify access standards.

## Code Structure and Administration

The proposed amendments update code structure and administrative procedures to:

- Implement regulations for the Plan Area through an overlay district.
- Establish use tables with broader use descriptions and add definitions for uses not currently defined.
- Provide objective and discretionary tracks for master plans in the Lockhaven Center sub-district.

## *Land Use and Urban Design Approach by Area*

The proposed amendments establish the River-Cherry Overlay District (RCOD) and three Centers, each of which has a distinct land use and urban design approach.

## Corridor

Key land use and urban design provisions that apply corridor-wide include:

- Rezone commercial zones to Mixed Use
- Uses:
  - Broaden and simplify standards for allowed land uses
- Establish efficiency measures for:
  - Landscaping and lot coverage
  - Parking requirements
  - Residential density and lot size
  - Allowance of small-scale housing
  - Establish urban design standards:
  - Enhance landscaping design standards
  - Access standards:
  - Require shared access when certain development thresholds are met

## Centers

Elements of the RCOD that apply specifically to Centers include:

- Requirement for Master Plan for larger parcels in the Lockhaven Center
- Uses:
  - Limiting auto-oriented uses
- Efficiency measures:
  - Reduced minimum landscaping requirements and increase maximum lot coverage allowances
  - Additional opportunities for reducing minimum off-street parking requirements
- Site design standards for properties fronting River Road, Lockhaven Drive, and Cherry Ave:
  - Maximum setbacks
  - Parking location
  - Landscaping
  - Pedestrian open space
- Building design standards for Centers:
  - Window coverage
  - Articulation and detailing
  - Building materials
  - Screening of mechanical equipment



## Section 3. Transportation

This section describes the outcomes of the transportation analysis and recommended transportation improvements to address the impediments to development identified in Appendix 4. As many of these strategies also require public investment, there is significant interaction between Section 3 and Section 4.

### Goals and Assumptions

The plan area goals and objectives for transportation include the following:

- A strong and unified identity communicated through streetscape design elements.
- Transit access focused at development centers in the corridor.
- Enhanced safety and minimal conflicts between different types of transportation modes.
- A balanced set of transportation options, including transit, walking, bicycling, and driving that provide good access to development centers and public spaces in the corridor.
- Well-maintained roads that control and mitigate traffic congestion.
- Friendlier environments and slower traffic speeds that help facilitate walking and rolling on River Road and Cherry Avenue, through landscaping, crossings, and fewer driveways.
- Enhanced access to parks and the creation of gathering spaces that are accessible to all community members.

These goals and objectives are implemented through revisions to the Transportation System Plan and a combination of public and private investments.

### Analysis

Two analyses were conducted to evaluate the proposed development code and zoning map amendments: a Mobility Impact Assessment and a Multimodal Transportation Assessment. Both are included as Appendices 7 and 8.

The Mobility Impact Assessment determined that the potential transportation impacts of the proposed development code and zone map amendments were not significant per OAR 660-012-0060. As such, no changes to the functional classification of existing or planned transportation facilities are required and no revisions to the Comprehensive Plan are required.

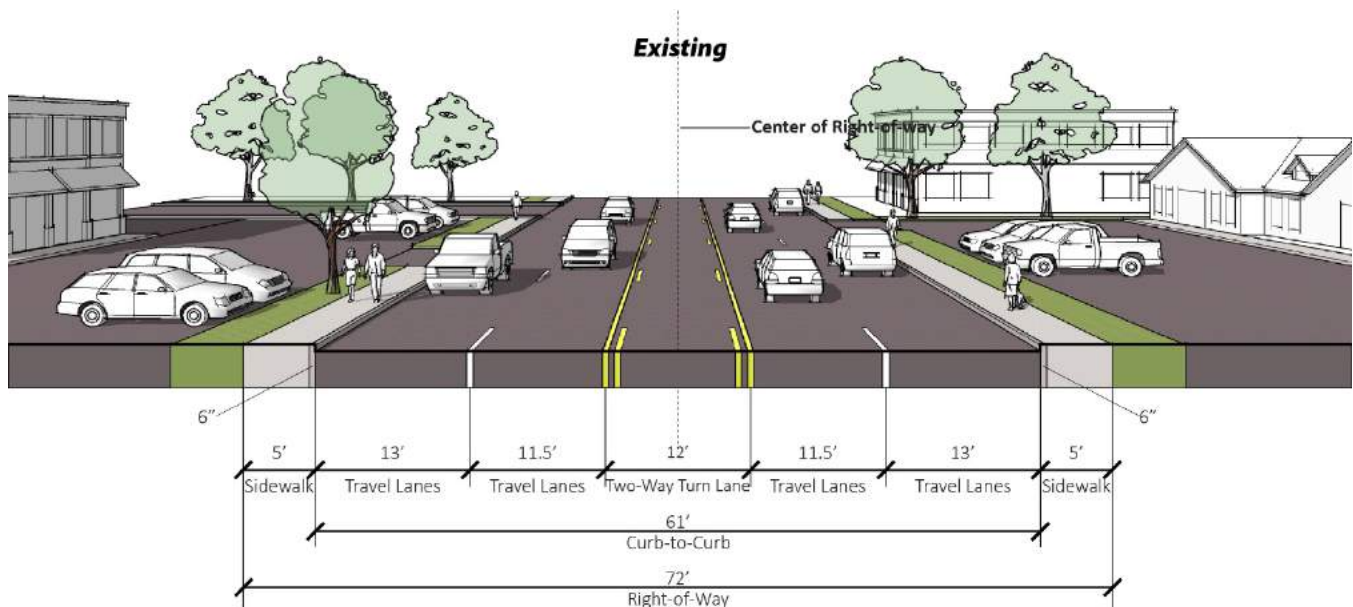
However, the Multimodal Transportation Assessment included a Qualitative Multimodal Assessment of pedestrian, bicycle, and transit facilities and identified several areas that ranked “poor,” the lowest ranking. The recommended improvements are intended to address these “poor” facilities through the provision of alternative routes and improved infrastructure.

### Recommendations

#### ***Construct a modified streetscape design: River Road multi-use path and access consolidation***

The existing River Road right-of-way is 72 ft. wide and includes curb-tight sidewalks on each side, 13-ft. and 11.5-ft travel lanes, and center 12-ft turn lane with 61 ft. of curb-to-curb distance. See Figure 6.

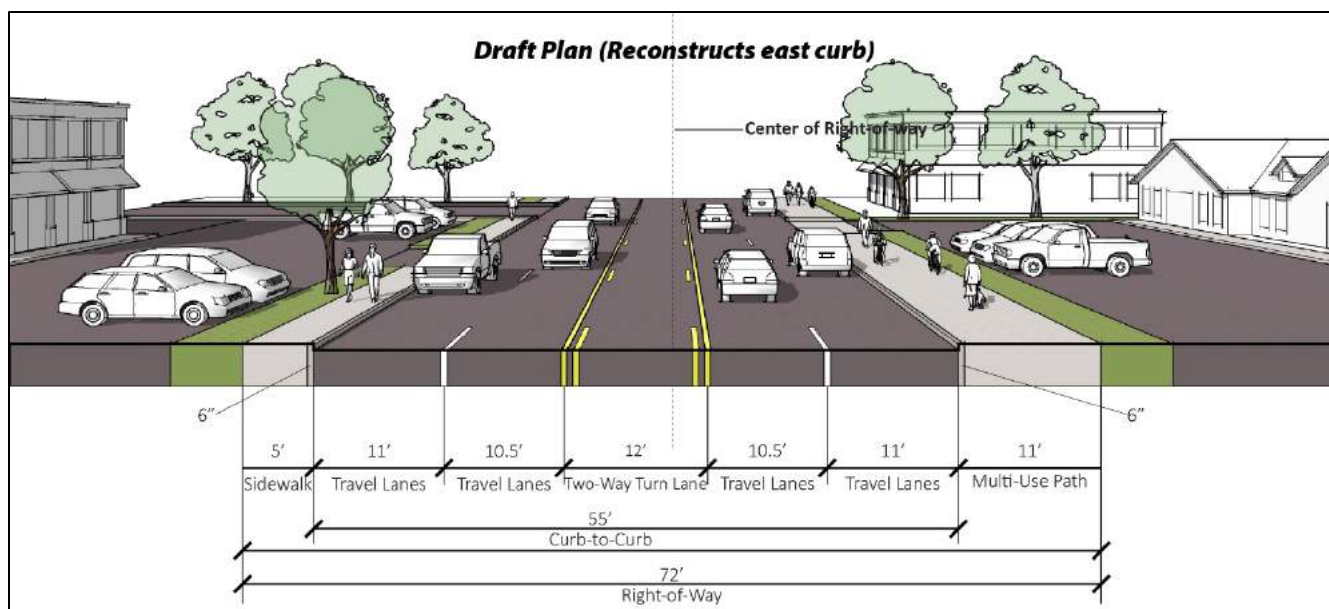
**Figure 6 – Existing River Road Cross-Section**



Through discussions with City staff and community members, a modified streetscape design for River Road was developed. Figure 7 shows a physically separated multi-use path on the east side of the River Road. This alternative requires the outside vehicular lanes to be reduced from 13 feet to approximately 11 feet and the inside travel lanes from 11.5 feet to approximately 10.5 feet; however, it maintains the two-way center turn lane.

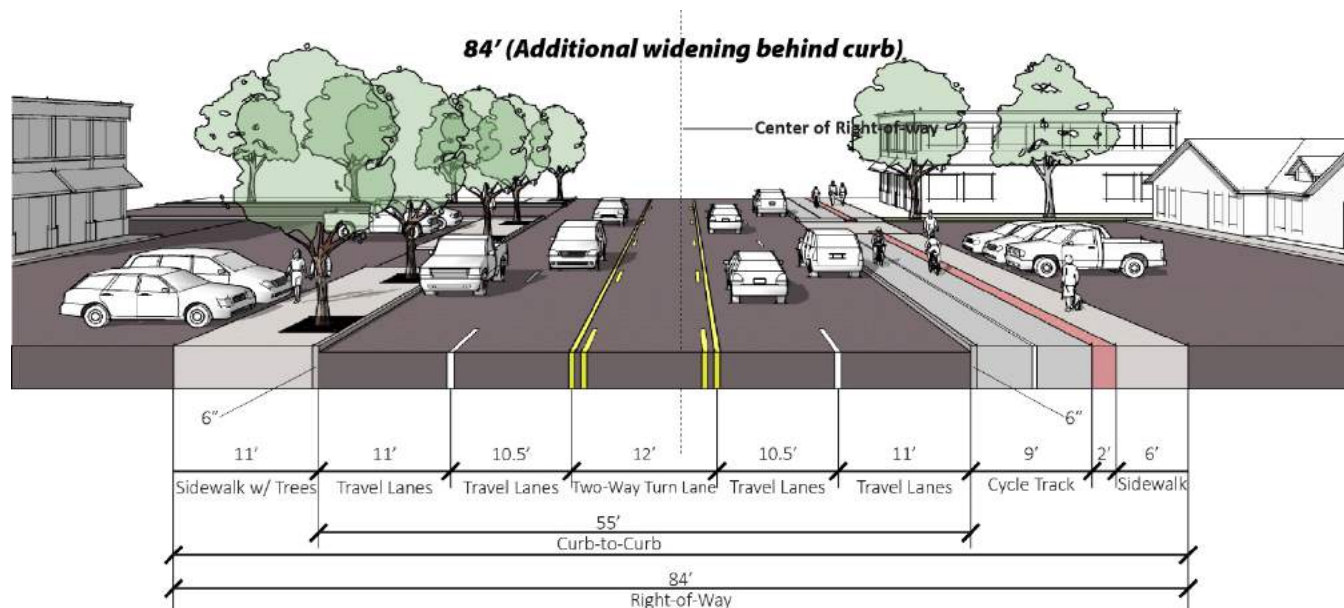
The multi-use path alternative would provide separation between the travel lane and the non-motorized space to accommodate users of all skill levels, ages, and abilities. Though the graphic shows the path on the east side of River Road, the path could be constructed on either side of River Road as determined by more refined analysis and design; however, considerations should include minimizing the number of cross-streets and driveways that the path would cross in addition to sight distance, land uses, and safe crossings of River Road. This cross-section would require shifting the centerline of the road to the west side of the existing centerline to allow construction of a curb and path within the existing right-of-way.

**Figure 7 – River Road Multi-Use Path (Chemawa Road to Southern Study Area Limits)**



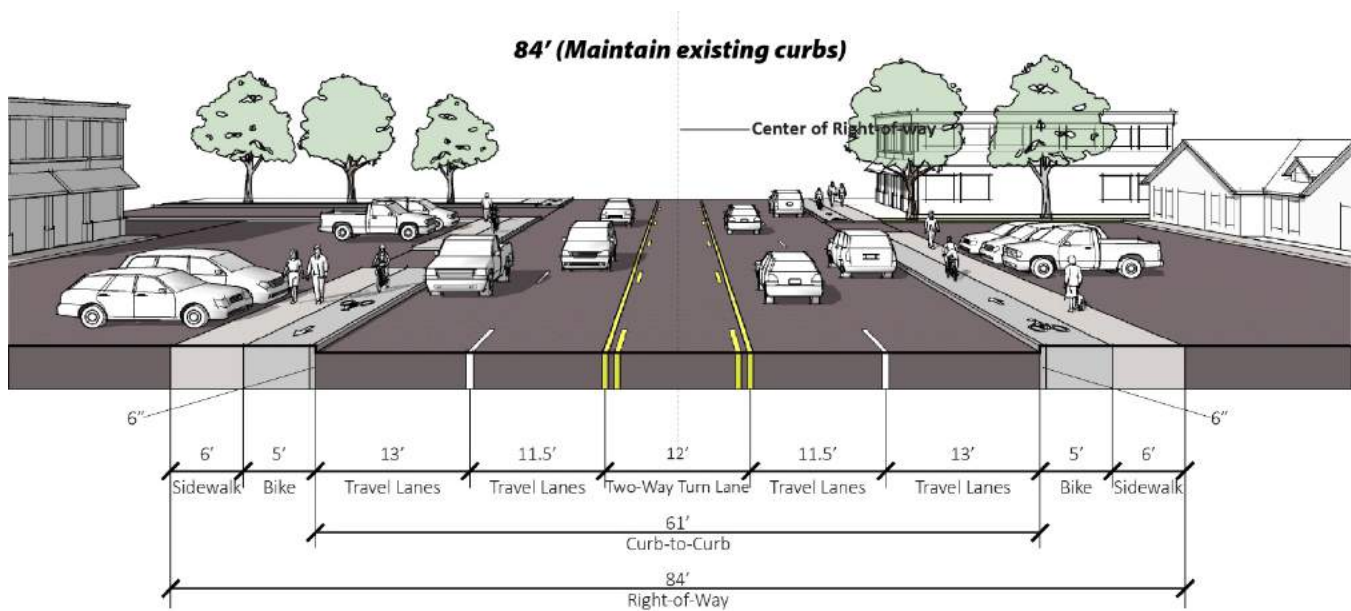
If the City is able to acquire additional right-of-way from properties along River Road to the full arterial road cross-section of 84 ft., additional options become available. As shown in Figure 8, the 55' curb-to-curb option in Figure 7 could be maintained and the additional right-of-way could be used to convert the multi-use path to a two-way cycle track and sidewalk on one side of the street with a wide sidewalk with street trees or a landscaping strip could be constructed on the other side of the street.

**Figure 8 – River Road Cycle Track within 84-ft. ROW (Chemawa Road to Southern Study Area Limits)**



Another option would be to retain the existing travel lane width and curb locations and construct curb-separated bike facilities on either side of River Road within the 84-ft. right-of-way. This option would not allow for a landscaping strip and the bike facilities would be curb tight. These facilities could be constructed as 11-ft multi-use paths on each side as segments are incrementally improved and converted to separate bike facilities and sidewalks as shown below once large sections are complete.

**Figure 9 – River Road Multi-Use Path (Chemawa Road to Southern Study Area Limits)**



### ***Improve Wheatland Road intersection***

The 2009 Transportation System Plan (TSP) includes a significant redesign of the intersection of River Road and Wheatland Drive at the northern end of the project area. The intersection is expected to operate near capacity within the next decade or so. Additionally, a potential safety issue was revealed related to north-bound travelers turning left onto Wheatland Drive. Figure 7 illustrates the potential improvements.

The Plan recommends supports modifications to Wheatland Road; however, members of the public indicated that the realignment of the Manzanita/McNary Road intersection should take priority.

### ***Re-align Manzanita Street and McNary Road Intersection***

The River and Wheatland Road intersection is just over 300 feet from the intersection with McNary Road and River Road. According to City standards, intersections on arterials should be spaced at least 250 feet apart, however experts suggest that this is less than the desired distance for signalized intersections of this scale. Re-aligning the Manzanita Street / McNary Road intersection to accomplish the desired spacing could be a catalyst for unlocking the development potential of the vacant lands in the vicinity. Moving the intersection southward and aligning or re-routing Trail Avenue traffic along a Manzanita Street realignment can provide access and frontage to several new developable city blocks.

### ***Create parallel North-South bicycle network***

The entire length of River Road is rated Bicycle Level of Traffic Stress (BLTS) of 3 or above. As such, low-stress parallel bicycle routes are proposed.

### **Parallel Routes West of River Road**

An opportunity exists to provide a relatively direct north-south low stress parallel bicycle route via Celtic Way, Delight Street, Menlo Drive, and Rivercrest Drive. This parallel route has a rating of BLTS 1 and is suitable for bicyclists of all ages, abilities, and skillsets. The Salem-Keizer School District has jurisdiction over Celtic Way and is responsible for operations and maintenance of the corridor between Lockhaven Drive and Chemawa Road.

Coordination between the City of Keizer and the Salem-Keizer School District should be conducted to ensure approval of signing and striping associated with the recommended parallel route treatments.

## **Parallel Routes East of River Road**

An opportunity exists to provide a parallel low stress bicycle route via Brooks Avenue, Thorman Avenue, Lawless Street, Clark Avenue, and Bailey Road. This parallel route is less direct in comparison to the parallel route west of River Road and requires two-stage turning maneuvers at Dearborn Avenue from Bailey Road to Thorman Avenue and at Chemawa Road from 8th Avenue to Bailey Road.

Neighborhood greenways are residential streets designed to prioritize the movement of people walking and biking by taking advantage of the low speed and low volume vehicular traffic. Typical best practice for neighborhood greenways is a posted speed limit of 20 miles per hour (mph) or less, with an average daily average traffic (ADT) of approximately 1,000 cars; not to exceed 2,000 cars per day.

## ***Develop sidewalk upgrade and infill program***

The existing sidewalk network includes sidewalks along arterials and sidewalks along side streets that connect to those arterials (“connector” sidewalks). The existing sidewalk network consists of a combination of “high quality” sidewalks, sidewalks needing improvement, and gaps in the sidewalk network.

A comprehensive sidewalk upgrade and infill program would address the sidewalks needing improvement and sidewalk gaps to provide a safe, connected pedestrian route between the plan area and adjacent neighborhoods. See Appendix 6 for details.

## ***Perform a road safety/mobility audit***

Appendix 6 identified a series of safety and mobility improvements. An audit is recommended prior to detailed design of the identified improvements. This audit would include:

- Synthesis of information available from plans and data sources
- Field visit to the corridor
- Documentation of information review and field visit to guide future repairs and upgrades



## Section 4. Public Investment

Many of the investments and initiatives recommended by the Plan require public investment. This section describes the purpose and timing of those investments as well as potential tools for further evaluation and adoption.

### Goals and Assumptions

The plan area goals and objectives for public investment and economic development include the following:

- Supports existing businesses and new businesses including through implementation of public and private sector incentives, investments and partnerships.
- A strong and unified identity communicated through streetscape design elements.
- Spaces for gathering and other places that celebrate the strength of community and family in the corridor.
- Public improvements and private development that create an attractive, distinctive identity for the area.
- Well-maintained streets, and bicycle and pedestrian facilities.
- Enhanced access to parks and the creation of gathering spaces that are accessible to all community members.

### Analysis

The potential investments recommended by this Plan were identified through discussions with City staff, the Planning Commission, City Council, the CAC, and members of the public. The public investments were identified through the Gap Analysis Addendum included as Appendices 4 and 6 and are described below.

### Recommendations

In addition to the public transportation investments described in Section 3, the following public investments related to economic development and catalytic projects are recommended.

#### *Establish a Main Street Program*

Main Street programs or organizations are set up to support business districts, often historic main streets, in many cities. It is not uncommon for large cities to have multiple organizations focusing on different corridors or commercial neighborhoods. Some programs are administered by a municipality while others are non-profit organizations operating independently. Main Street programs may act similarly to chambers of commerce but with a focus expanded beyond business success to include additional community values ranging from aesthetics and cleanliness to wayfinding and event hosting. The establishment of a Main Street Program requires a responsible entity (typically public or non-profit) and a funding mechanism.

Generally, Main Street programs are operated by a volunteer board of directors and four committees representing each of the four points of the Four Point Approach.™ The City would likely need to provide staff support for the launching and operation of a Main Street Program, at least in the short term.

#### *Create an Economic Development Program*

A program and/or staff member focused on identifying economic development opportunities and strategies for the community will be a critical next step toward focusing revitalization efforts. The creation of an Economic Development program with the City will require identification of funding sources or budgeting for these activities during the City budget cycle.

The City's budget does not currently include funding for an Economic Development program or staffing.

### ***Develop Public Parking Lot(s)***

In addition to the off-street parking revisions proposed in Section 2, the City may wish to be an active participant in providing district parking. This would allow property owners to more fully develop their properties while accommodating parking demands in the district. This initiative would require significant investment of both staff time and financial investment, as it would require that the City purchase sites for parking.

Under this initiative Keizer would purchase land in areas where parking could be provided for shared public use. In the early years public lots would take the standard form of surface parking. In the longer-term, surface parking could be converted to a parking structure. Public parking can become a key anchor for a "park once" district. It would allow for property owners to increase the use of their lands, bringing more business to the area. As the mix and variety of uses increases visitors can park their car in one location and visit several shops or offices close by rather than driving and parking for each individual visit they make.

The City does not currently have a funding mechanism to acquire properties for public parking lots.

### ***Create an Accessible Public Plaza***

The Keizer Revitalization Plan suggests that the City invest in two plazas during the next 10 to 20 years. One potential opportunity site is already in public use. Walery Plaza, at the intersection of Cherry Avenue and River Road, is known by many simply as "Christmas Tree Plaza" because of the annual tree lighting ceremony.

Public plazas can become focal points within a community, enhancing people's appreciation of their city and boosting commercial viability of nearby properties. These types of projects are often funded through bonds, tax increment financing or through Parks System Development Charges (if the City were to choose to add them at some time).

# Section 5. Implementation Strategies

## Goals, Objectives, and Actions

Strategies to implement the goals and objectives of this Plan include policy, regulatory, public investment, and funding strategies. Revisions to Comprehensive Plan policies and the Keizer Development Code will support the desired mixed-use, multimodal development of the plan area and are incorporated into this Plan.

The Goals, Objectives, and Implementation Actions are organized into three categories:

- **“Do Now” Leading catalytic projects:** Infrastructure and open space projects that are necessary to catalyze and support new development along and adjacent to our arterial street fronts. These can include new programs such as the establishment of an economic development team, policy and zoning code changes, or a specific property acquisition. Some may be landmark, such as a recreation center or new plaza while others, such as livable street upgrade could be district-wide. These projects would be limited to within the project study area.
- 
- **“Do When” Community infrastructure projects:** Improvements to an entire system that benefit all residents and employees in the area and those who come to visit. These will follow the catalytic projects and continue throughout implementation. Examples could include new transportation or infrastructure investments such as those programed in the TSP or additions of public open space as funds become available. These projects can extend beyond Keizer’s core, recognizing that large systems such as transportation or stormwater have both local and citywide effects.
- 
- **“Do If” Co-investment projects:** Projects directly tied to redevelopment on private properties. These projects are contingent upon partnerships with willing property owners and developers to move forward, usually through negotiated development agreements. Many cities use tax increment financing for these which is not currently available in Keizer. These types of projects would likely be limited to either directly along River Road or Cherry Ave.

Table 3 below identifies the Goals, Objectives, and Actions; the action category; the timing category; and the department or agency with key responsibility for each action.

**Table 2 – Goals, Objectives, and Implementation Actions Matrix**

Goals, Objectives, and Actions	Category	Ongoing	Do Now	Do If	Do When	Responsibility
<b>Goal A: A Thriving, Diverse Corridor</b>						
Objective 1. Zoning and land use regulations that provide opportunities for a variety of living-wage jobs.						
Rezone to increase depth of commercial/mixed-use zone from the street creating opportunities for parcel assemblage	LU&UD		X			City Planning
Rezone selected residential locations to commercial types	LU&UD		X			City Planning
Modify Zoning Code with efficiency measures to allow higher-intensity development and more building types in commercial/mixed-use zones	LU&UD		X			City Planning
Objective 2. A range of goods and services for all.						
Develop zoning standards to promote “neighborhood commercial” feel	LU&UD		X			City Planning



Goals, Objectives, and Actions	Category	Ongoing	Do Now	Do If	Do When	Responsibility
Modify zoning to pro-actively support mixed use development	LU&UD		X			City Planning
Modify Zoning Code with efficiency measures	LU&UD		X			City Planning
Objective 3. Supports existing businesses and new businesses through implementation of public and private sector incentives, investments and partnerships.						
Establish a Main Street Program	ED			X		Chamber, new non-profit or City
Create staff economic development position/department	PI/ED				X	Mayor and Council
Streamlining public process for permitting and approvals	PI/ED	X				City Planning
Tax Increment Financing (Urban Renewal) or other funding mechanisms	PI			X		Mayor and City Council
Develop public parking lot(s)	PI			X		Mayor and City Council
Share in off-site improvements	PI				X	Mayor and City Council
Objective 4. A variety of housing for the range of community member incomes, needs, and preferences.						
Allow more small-scale housing development in the corridor	LU&UD		X			City Council and Planning Commission
Modify Zoning Code with efficiency measures	LU&UD		X			City Planning
Rezone RS properties to RM in select locations	LU&UD				X	City Planning
Objective 5. The creation of centers along the corridor, with transitions between them.						
Establish a Main Street Program	ED			X		Chamber, new non-profit or City
Utilize modified streetscape design	PI		X			City Public Works
Modify lot coverage and landscaping standards to allow more intensity in centers	LU&UD		X			City Planning
Develop Design Guidelines and Standards in centers	LU&UD		X			City Planning
Require parking to the side or rear in centers	LU&UD		X			City Planning
Reduce front setbacks in centers	LU&UD		X			City Planning
Reduce minimum parking in centers	LU&UD		X			City Planning
Objective 6. A strong and unified identity communicated through streetscape design elements.						
Update streetscape and urban design standards	LU&UD				X	City Planning, City Engineering
Objective 7. Spaces for gathering and other places that celebrate the strength of community and family in the corridor.						
Develop standards or guidelines for open spaces in new development (Design Standards), potentially including incentives	LU&UD		X			City Planning
Daylight / Enhance Claggett Creek near Lockhaven	PI/ED			X		PPP

Goals, Objectives, and Actions	Category	Ongoing	Do Now	Do If	Do When	Responsibility
Identify and design 3 new public space (i.e. plazas)	PI/ED				X	Mayor and City Council, PPP
<b>Goal B: Thoughtful Growth and Redevelopment</b>						
Objective 1. Development (uses and design) that is consistent with Keizer's small-town character.						
Develop Design Guidelines and Standards	LU&UD		X			City Planning
Develop zoning standards to promote "neighborhood commercial" feel	LU&UD		X			City Planning
Objective 2. A mix of uses that makes more efficient use of existing and new infrastructure.						
Employ efficiency measures	LU&UD		X			City Planning
Modify zoning to pro-actively support mixed use development	LU&UD				X	City Planning
Objective 3. Proximity and mix of uses in development centers that community members can walk, roll, or drive (short distances) to access.						
Modify zoning to pro-actively support mixed use development	LU&UD				X	City Planning
Develop zoning standards to promote "neighborhood commercial" feel	LU&UD				X	City Planning
Objective 4. Public improvements and private development that create an attractive, distinctive identity for the area.						
Develop Design Guidelines and Standards	LU&UD		X			City Planning
Streetscape improvements	PI				X	City, PPP
Open Space investments (such as plazas and Claggett Creek)	PI/ED	X			X	Parks Dept, PPP
<b>Goal C: Excellent Transportation and Public Facilities</b>						
Objective 1. A balanced set of transportation options, including transit, walking, bicycling, and driving that provide good access to development centers and public spaces in the corridor.						
Streetscape improvements	PI, Trans		X			City, PPP
Implement Wheatland improvements from TSP	PI			X		City, PPP
Develop low-stress alternative routes for cycling	PI, Trans				X	City, PPP
Objective 2. Transit access focused at development centers in the corridor.						
Arrange for buses to use extra space in parking lots for layovers and boarding	ED			X		Cherriots / Landowners
Objective 3. Enhanced safety and minimal conflicts between different types of transportation modes.						
Modify code to require rear access and/or shared entries for properties fronting arterials	LU&UD		X			City Planning
Objective 4. Well-maintained roads that control and mitigate traffic congestion.						
Develop funding strategy for upgrades noted in the TSP	PI				X	City Council
Objective 5. Well-maintained streets, and bicycle and pedestrian facilities.						
Expand bicycle and pedestrian infrastructure	PI, Trans				X	City, PPP
Develop low-stress alternative routes for cycling	PI, Trans				X	City, PPP
Complete bicycle lanes along full length of River Road	PI, Trans		X			City Council
Develop separated bicycle facilities for extra safety to attract wider range of riders.	PI, Trans				X	City Council
Perform Safety Audit of River Road, Cherry Avenue and the arterial and collector intersections to at least two blocks beyond.	Trans		X			City Planning

Goals, Objectives, and Actions	Category	Ongoing	Do Now	Do If	Do When	Responsibility
Objective 6. Friendlier environments and slower traffic speeds that help facilitate walking and rolling on River Road and Cherry Avenue, through landscaping, crossings, and fewer driveways.						
Respond to results of safety audit with elements such as, improved crossings, modified signal priorities, corrected driveway grades, ...	PI, Trans				X	City
Objective 7. Enhanced access to parks and the creation of gathering spaces that are accessible to all community members.						
Include transit, bike, walk and ADA facilities into plaza design.	LU&UD, PI			X		City
Develop low-stress alternative routes for cycling that connect commercial and recreation destinations	Trans				X	City

*Categories:*

*ED: Economic Development*

*LU&UD: Land Use and Urban Design*

*PI: Public Investment*

*Trans: Transportation*

## Land Use and Urban Design

This Plan recommends adoption of the Plan and Code amendments included in Appendix 5 to implement the “Do Now” Land Use goals, objectives, and actions above.

## Comprehensive Plan

- Comprehensive Plan Map Amendments to reflect the proposed zoning map amendments
- Comprehensive Plan Text amendments to reference the RCOD, delete the McNary Activity Center, and add the Keizer Revitalization Plan as a Comprehensive Plan document

## Development Code

- Development Code Amendments to adopt the River-Cherry Overlay District (RCOD)
- Development Code Amendments to support RCOD implementation
- Zoning Map amendments to apply the RCOD Overlay and to rezone commercial to Mixed Use

## Transportation System Plan

- River Road cross section alternative amendment to incorporate shared-use path
- Identified parallel Low Stress “Neighborhood Greenways” as part of Bicycle System
- Access Spacing Standards along River Road amendment to reduce number of conflicting driveways

## Transportation Improvements

The recommended transportation improvements must be assessed for expected level of effort, costs, and likely results then sorted by priority and feasibility.

## ***Public Investments***

The recommended public investments must be assessed for expected level of effort, costs, and likely results then sorted by priority and feasibility. Recommendations in Section 4 require identification of a funding source and responsible party.

## **Next Steps**

Future steps will include:

- Assessment of recommended transportation improvements for expected level of effort, costs, and likely results, then sorted by priority and feasibility
- Assessment of recommended public investments for expected level of effort, costs, and prioritizing for funding
- Funding proposed transportation improvements and public investments through a combination of public and private sources

## Section 6. Potential Funding Sources

This section discusses potential funding sources for public investments (either catalytic investments or investments that support proposed development) and private investments (funds that could contribute to a public private partnership).

### Funding Public Investments

As described in Section 4, public investments can be catalytic for private development. These investments are typically funded by the jurisdiction through a number of programs. There are also scenarios where private business owners fund infrastructure improvements if there is a direct benefit to them.

- **Urban Renewal:** Urban Renewal funds are generated through tax increment financing and can be spent within the area to improve economic conditions and generate private sector investment. The City has used urban renewal funds successfully in the past.
- **Local or Business Improvement Districts (LID or BID):** BIDs can be formed to share the costs of infrastructure that benefits the entire district, such as a shared parking facility. This model could be used solely with private owners, or with City involvement. A locally-developed BID would place most of the responsibility and costs in the hands of some self-motivated property owners.
- **Parking Management Fund:** A parking management fund would be supported through charges applied to on-street spaces. This type of activity is common in cities with significant stores of on-street parking. It may not be applicable to Keizer due to the prevalence of private off-street parking and limited amount of on-street spaces. These funds are also supported through charging for parking at public sites, but such a charge may limit the parking lot's ability to attract parkers.
- **Planning:** The City can also develop a long-term plan whereby existing revenue streams are budgeted for future acquisition and development of properties for public infrastructure investments, such as plazas or public parking facilities.
- **Frontage Improvements by Development:** New development or redevelopment may trigger the dedication and construction of frontage improvements. Ensuring that policy documents, such as the TSP, and the KDC are up-to-date and include provisions for dedication and construction will assist the City with incremental improvements to its public infrastructure.
- **Grants:**
  - **Statewide Transportation Improvement Program (STIP):** ODOT allocates funding for this program. As described in the Keizer Transportation System Plan, "For the City of Keizer to receive such funding, the City's project(s) would be selected and identified in the Salem Keizer Area Transportation Study (SKATS) Transportation Improvement Program (TIP)."
  - **State Transportation Enhancement funds** and Bicycle/Pedestrian grants
  - **Stormwater grants** for green street treatments that provide pedestrian and street amenities
  - **Economic Development** grants available through Marion County
- **Staff time:** Even if they are funded, most public infrastructure projects will require project management and oversight by staff. Staff time is part of the municipal budget, but also represents public investment.

# Encouraging Private Development

There are also a number of tools to encourage or incentivize private development through fee waivers, tax abatements, land assembly, and other financial participation.

- **Pre-Development Assistance:** This may include modest grants or loans to assist with pre-development soft costs such as project feasibility studies, design and engineering documents, site and environmental studies. This assistance can help smaller developers and property owners decide if development is feasible.
- **SDC and Fee Waivers/Subsidy:** This is one of the most direct ways that local jurisdictions can reduce the costs of new development and the viability gap. System Development Charges (SDC's) and other permitting and process fees can add up to a significant expense to the developer.
- **Land Acquisition and Control:** Land acquisition ensures that a public agency has control over the site and that it will be used to meet public goals. Control of the land allows the agency to dictate what will occur there and is an asset which can be used as an incentive for developers.
- **Equity Gap Financing:** Gap financing usually takes the form of grant or loan that is directly applied to help overcome the viability gap, most commonly for affordable housing. Demonstration of local funding commitment can also help non-profits secure tax credits or other state funding. A source of funding must be identified to provide this financing, and amounts may need to be sizable in order to make a difference on large projects.
- **Tax Exemptions:** Tax exemptions provide an on-going reduction in operating costs in return for meeting specified public goals. Affordable housing projects can utilize tax savings to help defray the often-increased cost of staffing at these properties.
- **Vertical Housing Tax Credit Program:** This State program provides a partial property tax exemption to mixed-use commercial / residential developments within locally-adopted Vertical Housing Zone. The exemption varies in accordance with the number of residential floors on a project with a maximum property tax exemption of 80 percent over 10 years. An additional property tax exemption on the land may be given if some or all of the residential housing is for low-income persons (80 percent of area median income or below).

# Potential Funding Matrix

The key to implementing the recommended public improvements will be identifying and/or pursuing funding sources. Table 3 identifies potential funding sources for each of the recommended public investments. In some cases, several tools may need to be combined to fully fund the project.

**Table 3. Potential Funding Matrix**

	Funding Mechanism						
	Urban Renewal	LID/BID	Parking Management Fund	Planning	Frontage Improvements by Development	Grants	Staff Time
<b>Recommended Public Investment</b>							
Modified River Road Streetscape							
Wheatland Road Intersection							
Manzanita Street and McNary Road Intersection							
Parallel Bicycle Network							
Road Safety/Mobility Audit							
Main Street Program							
Economic Development Program							
Public Parking Lot(s)							
Public Plaza							





# Appendix 1. Goals and Visions for Revitalization



## Keizer Revitalization Plan

# Draft Memorandum #1: Goals and Vision for Revitalization

Submitted to: City of Keizer  
April 12, 2018 (revised)

Prepared By: Angelo Planning Group and Otak, Inc.  
Project No. 17482.A



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# Introduction and Overview

The **Keizer Revitalization Plan** should build on previous planning efforts in the study area where the goals, policies and recommended implementation actions continue to be relevant and desirable. The following plans have been reviewed and potentially applicable goals, policies and actions have been identified.

**Keizer Compass Vision 2029.** This overarching Community Vision was prepared in 2009 and identifies a series of community-wide goals and objectives related to a series of topic areas.

**River Road Renaissance Plan.** This plan, prepared in 2003, addresses approximately the same study area as the current Revitalization Plan includes a design vision for the River Road corridor, a marketing and branding strategy and theme, and a comprehensive implementation strategy for carrying out the plan. It describes specific characteristics and strategies for five different sub-areas within the larger study area – the Gateway North, Claggett Creek, Chemawa, Sunset Triangle and Gateway South.

**McNary Activity Area Plan.** This plan was prepared in 1991 and covers the area north of Lockhaven Drive on either side of River Road and including Staats Lake. The area overlaps with the Gateway North District in the River Road Renaissance Plan. The Plan was intended to “define the Community’s vision of what the McNary Activity Center will be like when developed; and to set the Community’s expectations of how it is to develop so the vision is achieved.” Given the age of this planning document, the fact that a number of the specific actions in it have been accomplished, and the peripheral nature of this area to the study area, the goals and objectives in this document are relatively less applicable to the current project, in comparison to the River Road Renaissance Plan and Keizer Compass Vision 2029.

**Keizer Station Plan.** This plan was prepared in 1993 for the area west of I-5 surrounding the Chemawa Road interchange and what is now the Keizer Station development, as well as land to the north, south and west. The plan describes planning and zoning recommendations, as well as development standards for four sub-areas. The study area is outside of the planning area for the current Revitalization Planning effort but is connected to it via Chemawa Road. Specific policies and planning recommendations for this area are not described in detail in this memo, given the relationship between the two planning areas.

**Keizer Comprehensive Plan.** This is the City’s overarching policy document for future zoning and development in Keizer. It was initially adopted in 1987 and last updated in 2014 and includes information about existing and future conditions in Keizer, as well as findings and policies associated with a full range of topics that relate to future growth and development. Topics include growth management, economic development, housing, natural and cultural resources, and public facilities, among others. Most of the findings and policies in the plan are applicable to community-wide but a number are related to specific areas, including those related to designated activity areas.

**Keizer Transportation System Plan (TSP).** This plan addresses the City’s existing and future transportation system. It was adopted in 2009 and most recently updated in 2014. It describes existing and future projected transportation conditions and plans for improving the system to meet future needs. It includes a variety of policies related to transportation facility design, connectivity, demand management, funding, coordination with other agencies and partners, and how to address the needs of a full range of users and modes, including transit, pedestrians, bicyclists, and drivers.

The remainder of this memo summarizes relevant goals, policies, objectives, actions and guiding principles from these plans. One of the first steps in this process will be to determine which of these directives continue to be relevant and supported by Keizer community members and which may no longer be relevant or desirable.

# Keizer Compass Vision 2029

The following goals and objectives appear to be directly applicable to the current planning effort:

## **A Thriving Local Economy**

- *A variety of living-wage jobs in the city.*
- *A diversified economic base that attracts and retains an abundance of sustainable industries.*
- *An abundance of clean, green jobs.*
- *A range of goods and services for all.*

## **Responsible Growth and Development**

- *An adequate land supply that provides local economic opportunities and accommodates the need for a variety of housing options.*
- *Well-planned, mixed-use, energy-efficient development that preserves Keizer's small town character.*
- *Adequate infrastructure for current and future needs.*

## **Balanced Transportation**

- *A variety of energy efficient transportation options, including public transit, bicycle and pedestrian amenities and rail service to other communities.*
- *Sufficient and well maintained roads that control and mitigate traffic congestion.*

## **Excellent Public Services**

- *Well maintained streets, bicycle and pedestrian pathways.*
- *High-quality water, sewer, stormwater management, parks and recreational facilities and other services.*

# River Road Renaissance Plan

This Plan includes an overall vision for the area, development objectives that apply throughout the study area, and a set of defining features or objectives for each district within the area.

## Overall Vision

The Renaissance Plan includes the following overall vision statement for the area.

*"River Road is the heart of Keizer with high density mixed use focal points that are user friendly, safe, inviting and interesting. River road is a place to remember because of its numerous points of interest, quarterly festivals, diverse businesses and friendly ambiance—an extraordinary place in which to be! River Road demonstrates that Keizer is a community that does things together and fully reinforces the Keizer community's values of Spirit, Pride and Volunteerism."*

## Description of Development Centers Concept

The vision process identified five districts that together make up the River Road corridor. Each district has unique land use and urban design characteristics, and specific needs for improvements and business enhancement. Each district has at its heart, a more high density development center, or node. A working definition of development centers follows, built on definitions from the City of Eugene's work on "nodal" development.

Development centers (nodes) emphasize higher densities; mixed-land uses; human-scaled design; transportation options; neighborhood cohesiveness and convenience; and livability. Important characteristics of development centers are:

- *Design elements that result in pedestrian-friendly environments that support transit use, walking and bicycling; that promote a sense of community, and that improve livability;*
- *A transit stop that is within walking distance (generally 1/4 mile) of anywhere in the development center;*
- *Mixed land uses that offer a variety of services, activities and destinations within easy, comfortable walking and biking distance of most homes;*
- *Public spaces, such as parks and open space, and other public facilities that can be reached without driving; and*
- *A mix of housing types and residential densities that achieve an overall net density of at least 12 dwelling units per net acre.*
- *Development centers will not all look the same. To be effective, development center concepts will need to be adapted to the characteristics of the specific areas in which they are applied. Even so, implementation of the concept requires that certain design principles be applied in all development center areas.*

## Individual Profile Descriptions

The Plan also describes defining characteristics of the plan districts as they relate to several topic areas. All of the areas including the following common elements:

- Overall Fabric. Balance of auto-oriented and pedestrian-oriented development
- Land Use Pattern. Mixed use, housing, public parks and plazas, professional services, and dining
- Primary User Groups. Keizer residents, residents of nearby communities
- Building Characteristics. Up to four stories in height
- Street Enhancements. Where appropriate, landscaped medians, traffic calming features, protected left-turn pockets, bicycle lanes, wide sidewalks, street trees, landscaped parkways, unified directional signage system, and consolidated driveways and shared access
- Neighborhood Compatibility. Sensitive design of new buildings and enhanced pedestrian connections
- Other Amenities. Flower gardens, planters

In addition, each District includes a distinctive combination of attributes in these same categories, with some overlapping characteristics. These are summarized in the following table.



**Table 1—Sub-Area Profile Descriptions – Differing Attributes**

District	Land Use Pattern	Primary User Groups	Building Characteristics	Street Enhancements	Neighborhood Compatibility	Other Amenities
<b>Gateway North</b>	Retail shopping, public and civic uses (e.g. recreation or aquatics center), entertainment (e.g. movie theater)	Upper stories stepped back to reduce bulk and massing, and a variety of setbacks between buildings and the streets they front		Safe pedestrian crossings on River Road	Installation of neighborhood entry monuments	Public art, sheltered bus stops, special gateway treatments, accessible natural features (e.g. wetlands, stands of trees, etc.), pedestrian and bicycle shortcuts, and outdoor dining areas
<b>Claggett Creek</b>		Tourists, travelers through Keizer in route to home or work, and merchants and employees within the District	Preference toward parking at the rear and sides of buildings	highly visible crosswalks at intersections (including an arching pedestrian overpass doubling as a gateway monument), and as needed, midblock crosswalks. (Potential new I-5 vehicular linkage via Wheatland-Trail-Lockhaven-Verda.)	Traffic calming features on side streets, (with a multi-use trail within the entire Claggett Creek corridor).	stands of trees, an architectural or natural landmark, sheltered bus stops, historical or educational interpretive plaques and points of interest, accessible natural features, pedestrian and bicycle shortcuts, banners or other festive signage, outdoor dining areas, attractive trash and recycling receptacles, decorative walls, and playgrounds for kids
<b>Chemawa</b>	retail shopping, public and civic uses, housing (set back away from River Road), and entertainment	travelers through Keizer in route to home or work	preference toward semi-street adjacent setbacks between buildings and the streets they front; some variety of setbacks is acceptable. Parking in the rear of buildings is preferred to encourage a pedestrian-friendly appearance from the street		Development subject to design review, installation of neighborhood entry monuments, traffic calming features on side streets	architectural or natural landmark, a central or prominent public space, public art, sheltered bus stops, special gateway treatments at key entry points, historical or educational interpretive plaques and points of interest, pedestrian and bicycle shortcuts, banners or other festive signage, outdoor dining areas, and, attractive trash and recycling receptacles

District	Land Use Pattern	Primary User Groups	Building Characteristics	Street Enhancements	Neighborhood Compatibility	Other Amenities
<b>Sunset Triangle</b>	retail shopping, public and civic uses, personal services, and livework	tourists, and travelers through Keizer in route to home or work	preference toward street adjacent (along River Road) and semi-street adjacent (along Cherry Avenue) setbacks between buildings and the streets they front	highly visible crosswalks at intersections, and midblock crosswalks	traffic calming features on side streets	stands of trees, an architectural or natural landmark, a central or prominent public space, public art, sheltered bus stops, special gateway treatments at key entry points, banners or other festive signage, outdoor dining areas, playground for kids, and attractive trash and recycling receptacles
<b>Gateway South</b>	Retail shopping, entertainment uses, livework, and light industrial/business park uses	travelers through Keizer en route to home or work.	preference toward street adjacent (along River Road) and semi-street adjacent (along Cherry Avenue) setbacks between buildings and the streets they front; some building setbacks from the street may be appropriate	decorative paving at intersections and crosswalks, historic street lights, highly visible crosswalks at intersections, and midblock crosswalks	installation of neighborhood entry monuments, traffic calming features on side streets	stands of trees, an architectural or natural landmark, a central or prominent public space, public art, sheltered bus stops, special gateway treatments at key entry point, pedestrian and bicycle shortcuts, banners or other festive signage, outdoor dining areas, attractive trash and recycling receptacles, and decorative walls

## Guiding Principles for Implementation

Finally, the **River Road Renaissance Plan** includes the following principles for implementation:

1. Major capital projects will be spearheaded by the City and Urban Renewal Agency, and will depend on the availability of funds over the next 10 to 20 years. Revitalizing the River Road corridor will be a principal City priority, and will be reflected in a number of city initiatives.
2. Contributions from the private sector via Improvement Districts, and an Economic Improvement District will be developed so that there are a variety of funding sources available for capital projects.
3. Capital projects will be focused near district activity centers as a first priority. This will establish clear pedestrian and transit improvements, design character, and help stimulate existing business, and potential development and redevelopment activities.
4. Businesses along the corridor will be supported through a variety of activities, including marketing and promotion programs, rehabilitation programs, and public investments and incentives that will encourage private investment and employment growth. Businesses will be active partners in support of these activities.
5. New mixed-use, higher density development concepts outlined in the vision will be achieved by a combination of design review regulations and development incentives.
6. New mixed-use, higher density development concepts outlined in the vision will be achieved by a combination of design review regulations and development incentives.

## McNary Activity Area Plan

This Plan addresses the area north of Lockhaven Drive on either side of River Road and including Staats Lake and overlaps with the Gateway North area in the River Renaissance Plan described above. It includes a number of goals, policies and future actions that are relevant to the Revitalization Plan.

## Access and Circulation

### Access to Arterial and Collector System

*The Activity Center is intended to develop to fairly high urban densities of both residential and commercial use. This pattern will generate a substantial amount of traffic impacting both Lockhaven Drive and River Road. It is critical this traffic be effectively managed by minimizing the number of access points to the arterials and providing guidelines for their proper placement. Where extraordinary street improvements are warranted, such as possibly a traffic signal at the intersection of McClure and Lockhaven, the costs of the improvements will be the responsibility of the developing properties in proportion to their impact on the street system. These costs will be determined and assessed as part of the conditional use or planned unit development approval of each project. As this new diverse neighborhood develops, provisions must be made to encourage pedestrian circulation between the various component areas. This will help minimize unnecessary automobile use and provide a convenient and attractive alternative for the residents.*

### Policies

1. *Vehicle access points shall be minimized with a minimum spacing standard of 400 feet apart along an arterial street and 200 feet apart along a collector street. Access points across a street from each other shall either line up or meet these separation requirements.*
2. *When small lots are developed with access to arterial or collector streets, combining of access points with adjacent lots shall be required if possible.*
3. *All new access points shall be located so there is a minimum sight distance in both directions equal in feet to 10 times the speed limit*

4. *There shall be only one access to River Road from any single property within the Activity Center.*
5. *A pedestrian/bicycle pathway network, meeting Oregon Department of Transportation design and construction standards, linking key components of the Activity Center shall be included as part of future developments. Each property owner will be responsible for planning and building the portion of this system within or adjacent to their property at the time of development of the property.*
6. *Where extraordinary street improvements are warranted, the costs of the Improvements will be the responsibility of the developing properties in proportion to their Impact on the street system. These costs will be determined and assessed as part of the conditional use or planned unit development approval of each project.*

## Parks, Recreation and Environment

### Action

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

### Policy

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

## Zoning

### Action

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

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

## The (AC) Activity Center Overlay Zone

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

## The (MU) Mixed Use Zone

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

# Comprehensive Plan

The Comprehensive Plan includes numerous goals and policies which are broadly applicable to the Keizer Revitalization Planning area. While the full set of potentially related policies are too numerous to list here, the following overall goals provide context for them.

## Significant Natural and Cultural Features

Create economic and regulatory incentives that favor residential infill projects that are compatible with existing neighborhoods.

## Urban Growth and Growth Management

- *Conserve resources by encouraging orderly development of land by adopting efficiency measures that will further allow for the efficient use of urban land.*
- *Establish as a high priority construction of public improvements in areas where sewer and water facilities are already provided, particularly stormwater facilities, and streets.*
- *Provide appropriately designated vacant buildable land in adequate quantities to meet the forecast needs of Keizer to 2033.*
- *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.*

## Commercial and Industrial Development and Mixed Use Development

- *Provide infrastructure needed to support economic development.*
- *Support and assist existing businesses in Keizer.*
- *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.*
- *Provide for strip commercial developments in areas where this is the predominant existing land use.*
- *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.*
- *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.*

- *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.*
- *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.*

## Housing

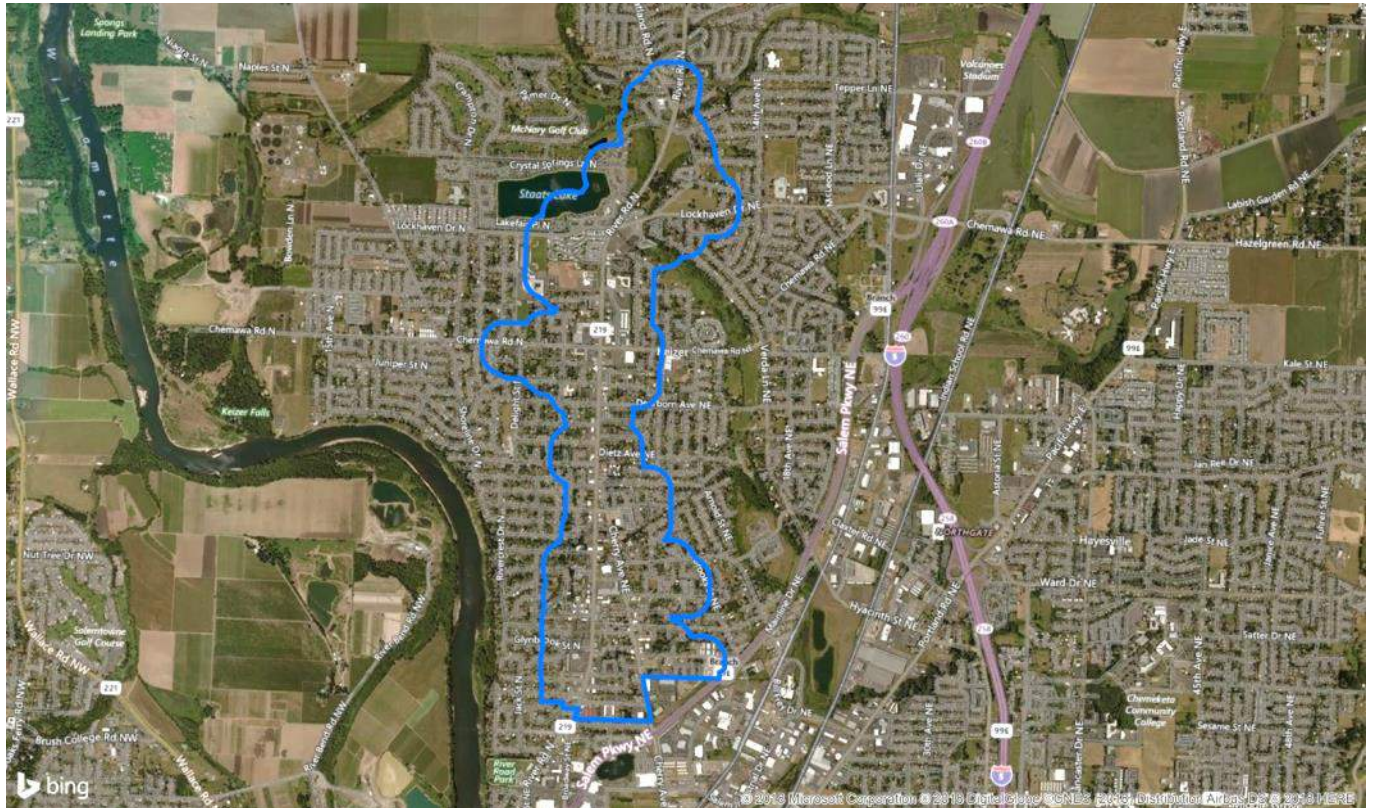
- *Provide residential land to meet a range of needed housing types.*
- *Encourage the location of residential development where full urban services, public facilities, and routes of public transportation are available.*
- *Provide and allow for appropriate levels of residential development consistent with comprehensive plan designations.*

## Transportation System Plan

The TSP includes a variety of policies related to transportation facility design, connectivity, demand management, funding, coordination with other agencies and partners, and how to address the needs of a full range of users and modes, including transit, pedestrians, bicyclists, and drivers. The majority of the policies are applicable community-wide, including within the Keizer Revitalization Plan study area and are not repeated here but will be considered as the project team and City consider potential transportation improvements and strategies as part of this planning effort.



## Appendix 2. Existing Conditions



## Keizer Revitalization Plan

# Memorandum #2: Existing Conditions

May 10, 2018

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## Executive Summary

This memorandum examines the existing conditions within the central commercial areas of Keizer, Oregon, and will serve as a foundation for the Keizer Revitalization Plan. The memo looks at conditions within the study area along the River Road and Cherry Avenue corridors (see Figure 1, below), as well as demographic conditions for the city as a whole. The analysis is organized into five sections: Study Area, Land Use, Demographics & Employment, Transportation, and Public Facilities.

The **land use analysis in Section 2** provides an overview of Comprehensive Plan and zoning designations, as well as actual land uses within the study area, depicted through a series of maps. The maps show that the majority of land directly adjacent to River Road and Cherry Avenue is designated for commercial or mixed uses. Land for multi-family residential housing is also prevalent along the edges of the commercial areas, often serving as a transitional area between the commercial areas and the single-family neighborhoods beyond the corridors. Examination of land values, vacancies, parcel sizes, and ownership indicates some potential barriers to development or redevelopment within the study area. In particular, there are very few large parcels—which tend to be more feasible to develop—and only a handful of these sites are either vacant or underutilized. Accordingly, most infill development is likely to occur through numerous small projects rather than through large developments.

The **demographic and employment analyses in Section 3** look at socioeconomic trends in order to create an understanding of the community that lives and works in the study area, and in Keizer more generally. The analyses reveal that Keizer is growing in population, and its household incomes are increasing. While areas with higher incomes are distributed throughout the city, lower-income households tend to be concentrated in south and southeast Keizer—coinciding with the southern and eastern portions of the study area. Somewhat similar geographic patterns are seen for income, education, and race and ethnicity. South/southeast Keizer tends to have lower educational attainment, higher concentrations of Hispanic and Latino populations, and more renter-occupied housing. Employment trends in the city reveal a mismatch between the number of workers in Keizer and the number of jobs in the city. The pattern indicates that Keizer is a living (or “bedroom”) community for many households, rather than an employment center. Refer to Memorandum #3: Market Analysis for additional in-depth demographic and employment information.

The **transportation analysis in Section 4** of this memo describes the existing transportation facilities and conditions for the vehicular, pedestrian, bicycle, and transit modes within the study area. An assessment of multimodal transportation facilities reveals that pedestrian facilities along the corridor are generally good to excellent, as continuous sidewalks are provided along both sides of River Road and Cherry Avenue. Assessment of bicycle facilities was more mixed. While there are bike lanes on both sides of Cherry Avenue, conditions are generally poor along River Road due to the gaps in bike lanes, vehicle speeds, and traffic volumes, all of which pose safety concerns for bicyclists. Transit along River Road is generally good, with Cherriots route 19 providing frequent bus service most of the day. However, route 9 provides less frequent service along Cherry Avenue, resulting in a poorer transit rating for Cherry.

Moderate projected growth within the study area is already accounted for in Keizer’s Transportation System Plan (TSP), which guides long-term planning of the city’s transportation system. However, more rapid growth in recent years could result in planned TSP projects being warranted sooner than planned. Successful outcomes of the Keizer Revitalization Plan that bring new development to properties in the study area could also necessitate transportation investments sooner and could trigger further traffic analysis to ensure compliance with state laws. In addition, development of new employment and trip generators at the north end of the corridor could 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.

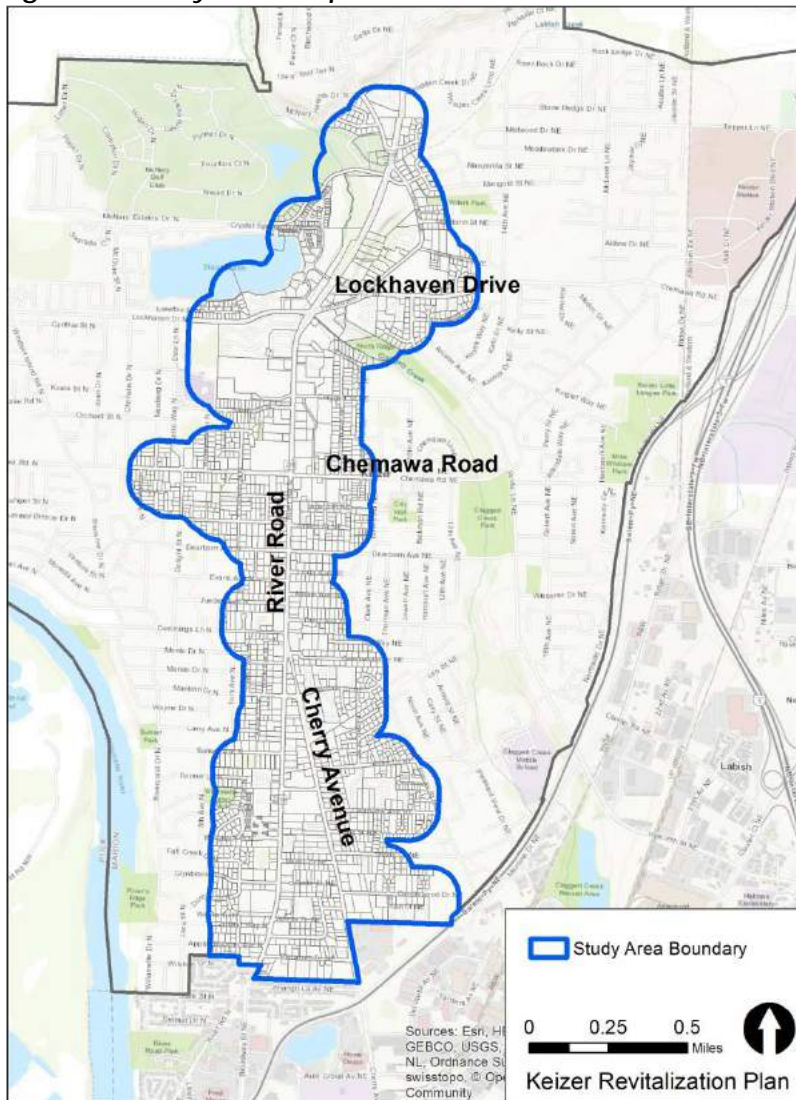
**Analysis of public facilities** (aside from transportation facilities) in Section 5 generally reveals that capacity of Keizer’s facilities pose no significant barriers to new development or redevelopment within the study area.



## Section 1 — Study Area

The Keizer Revitalization Plan is focused on the land surrounding the River Road and Cherry Avenue corridors, which together comprise Keizer's commercial core area. For the analysis portions of this Existing Conditions memo, 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 those properties. The south end of this area was clipped off where it extended past the city limits.

**Figure 1— Study Area Map**



Source: City of Keizer, Marion County, ESRI

The study area boundary, shown in blue on the map in Figure 1 encompasses just over 1,000 acres. This is over 20 percent of the land within the city of Keizer, which includes a total of 4,590 acres and 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, but the boundary was extended to include adjacent residential neighborhoods as well. This is to ensure that the project also examines how nearby residents travel to and from the commercial areas, and looks at what types of experiences they have.



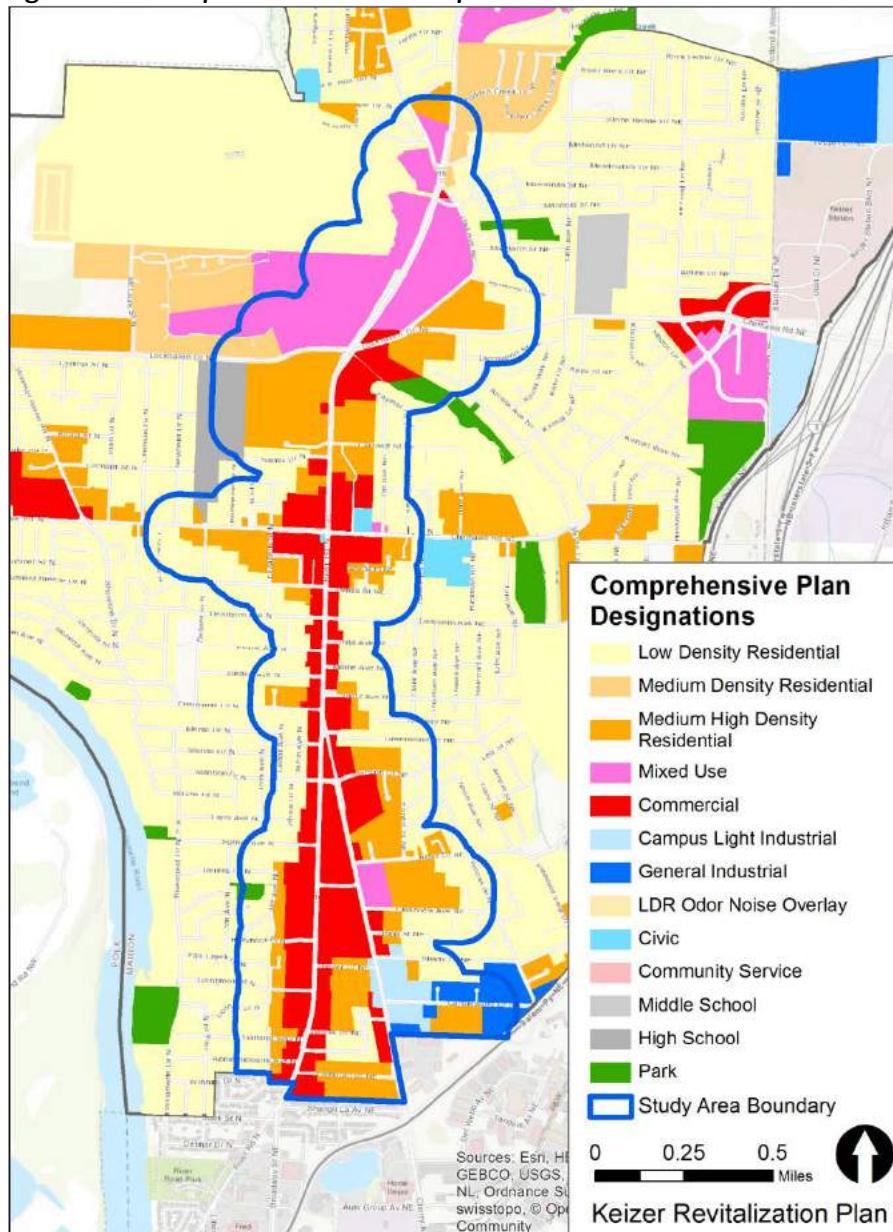
## Section 2 — Land Use

### Comprehensive Plan Designations and Zoning

#### Comprehensive Plan

Adopted in 2014, Keizer's Comprehensive Plan establishes community goals and aspirations, and broadly guides future development through maps, goals and policies. Memorandum #1 for this project 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



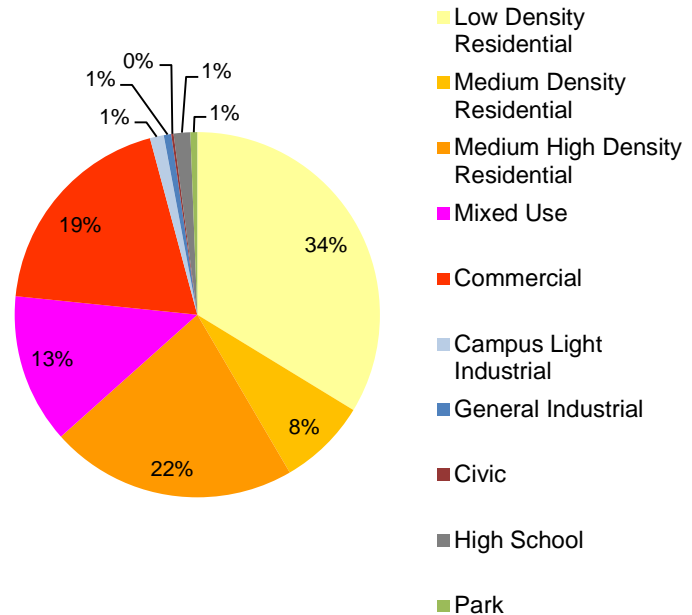
Source: City of Keizer, ESRI

As the map in Figure 2 illustrates, the majority of the land directly along the River Road/Cherry Ave corridors is designated for commercial use. In fact, Keizer has little commercially designated land outside of the project study area. This area is also home to most of the lands designated for medium-high density residential development. 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 also designated for low-density (single-family) and medium-density housing. The composition of comprehensive plan designations 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
<b>Total</b>	<b>1,150</b>

**Figure 3— Comprehensive Plan Designations**  
Percentage of Study Area

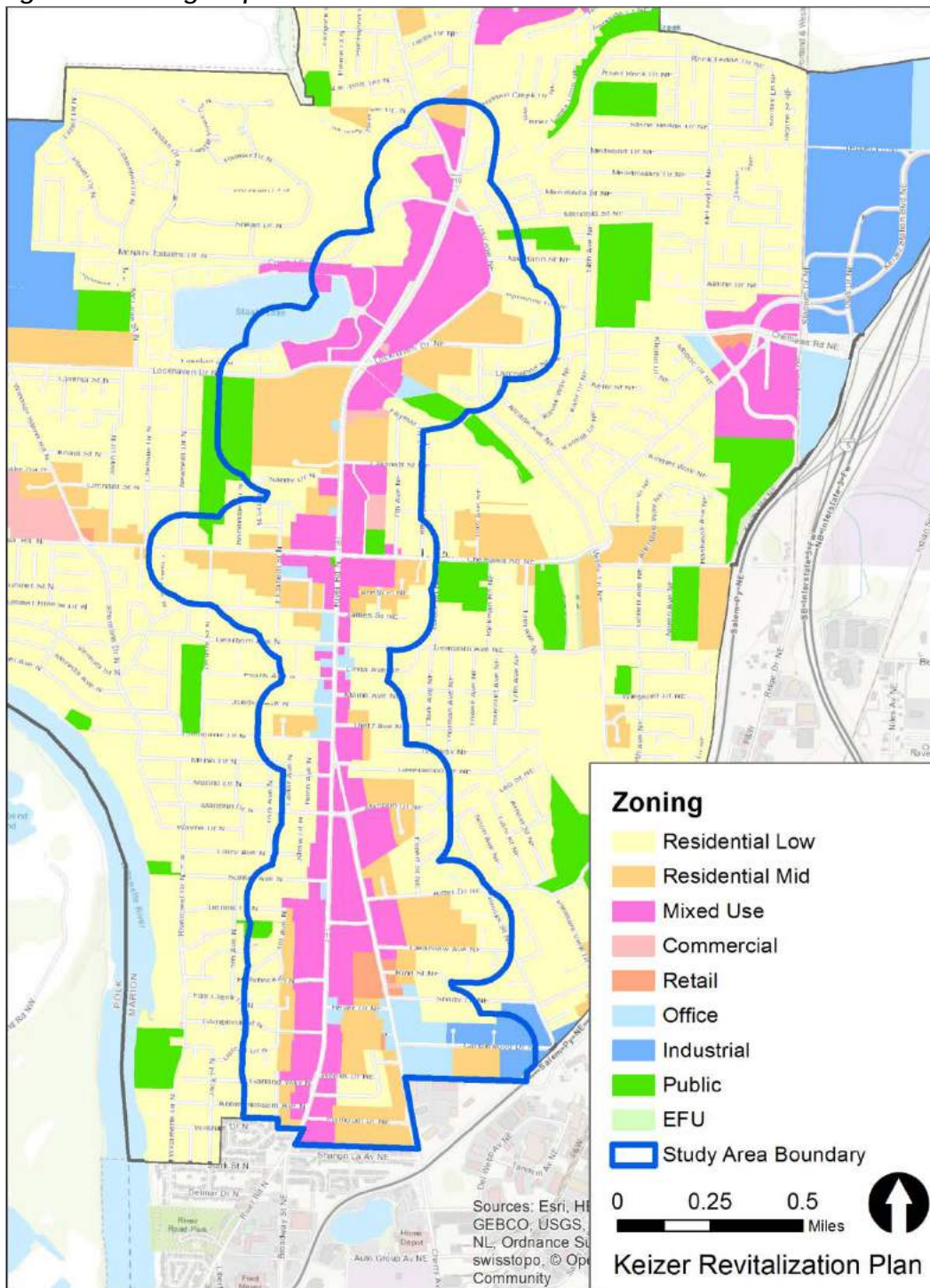


Source: Marion County Assessor, City of Keizer

## Zoning

While the Comprehensive Plan map illustrates a more general, long-term vision for the city's land uses, the zoning map implements the Comprehensive Plan by regulating what is allowed on the land today, and also providing the details that shape physical development. As is evident in Figure 4 below, the patterns seen in the zoning map closely align with the Comprehensive Plan map. (Note: the zoning map depicted in Figure 4 aggregates zoning designations into general classes for the sake of simplified illustration and analysis. The City's official zoning map shows multiple zoning designations within some of these generalized classes, but those are not depicted here.)

Figure 4— Zoning Map



Source: City of Keizer, ESRI

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
<b>Total</b>	<b>2,148</b>

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.

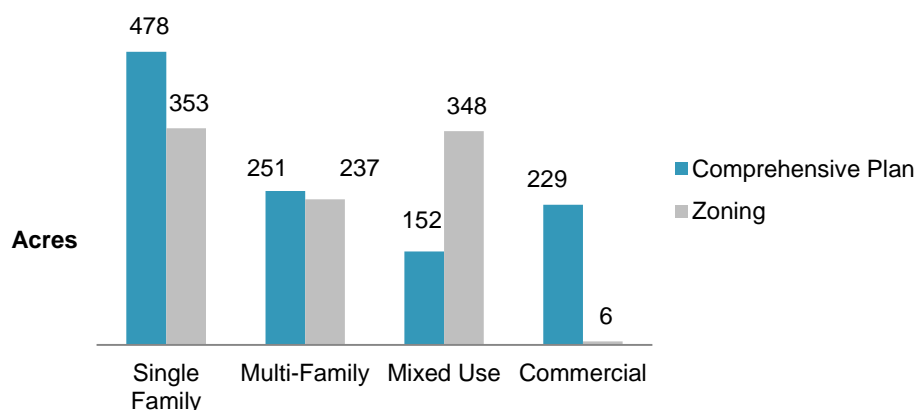
#### Single Family Residential – 1322 Parcels

While single-family zoning 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.

Figure 5 below compares the Comprehensive Plan and zoning maps by the quantity of land per category in the study area. The two main differences are found in the commercial areas and nearby housing. The Comprehensive Plan shows more commercial and less mixed use land. The zoning designation of mixed use covers much of the land designated as commercial in the Comprehensive Plan within the corridor. The zoning has been modified to reflect modern development aspirations that include having varying uses within close proximity. Mixed use development can provide greater access to goods and services without the 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

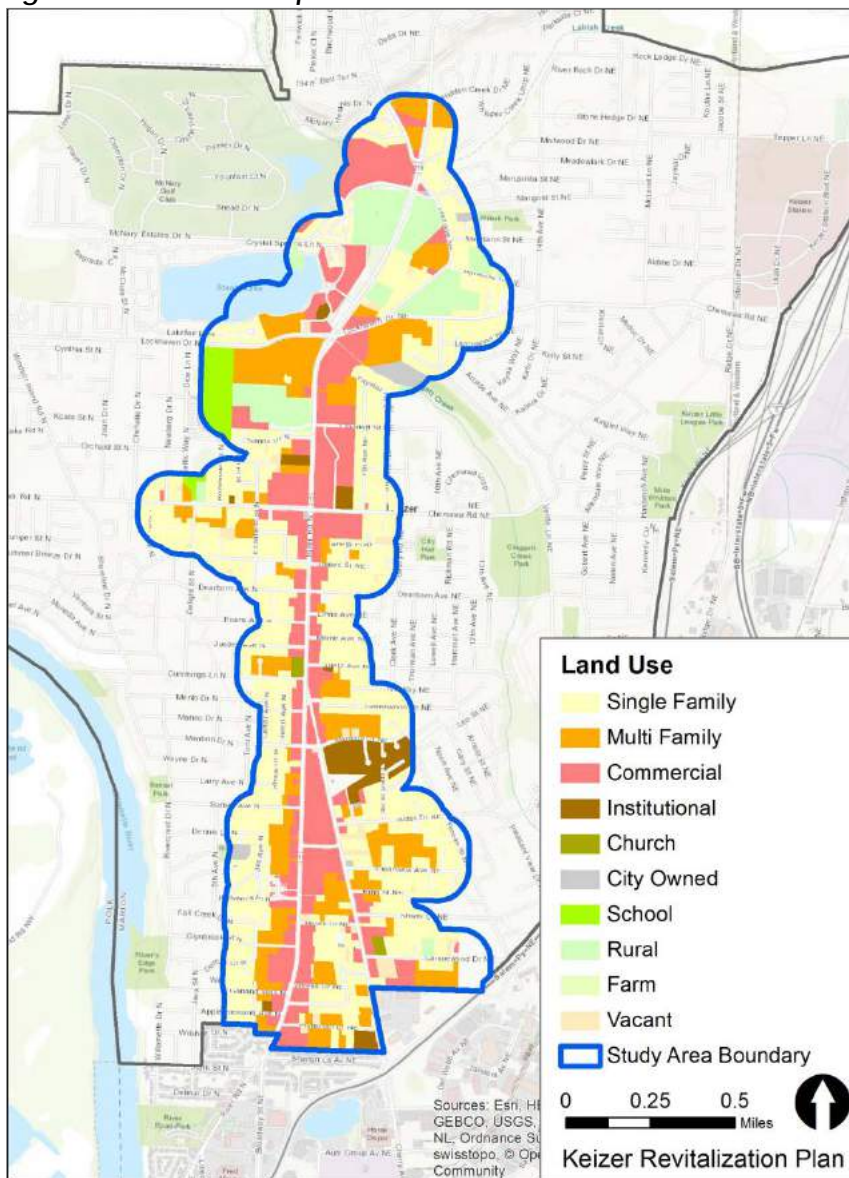
This type of “underbuild” is common in Oregon. In this case, the graph below shows that are roughly 40 acres whose zoning allows for less development than called for by the plan. These are the types of areas where property owners may see a benefit in a zone change to allow additional development. Being 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**



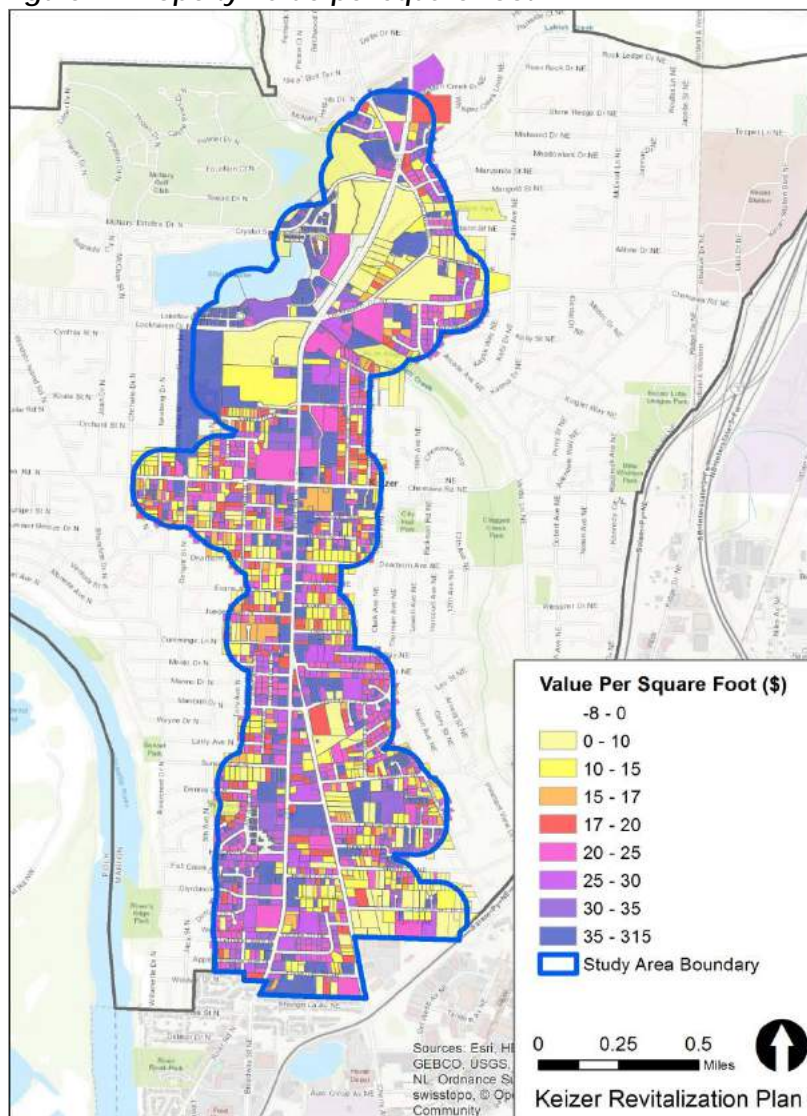
Source: City of Keizer, Marion County Assessor, ESRI



## Property Characteristics

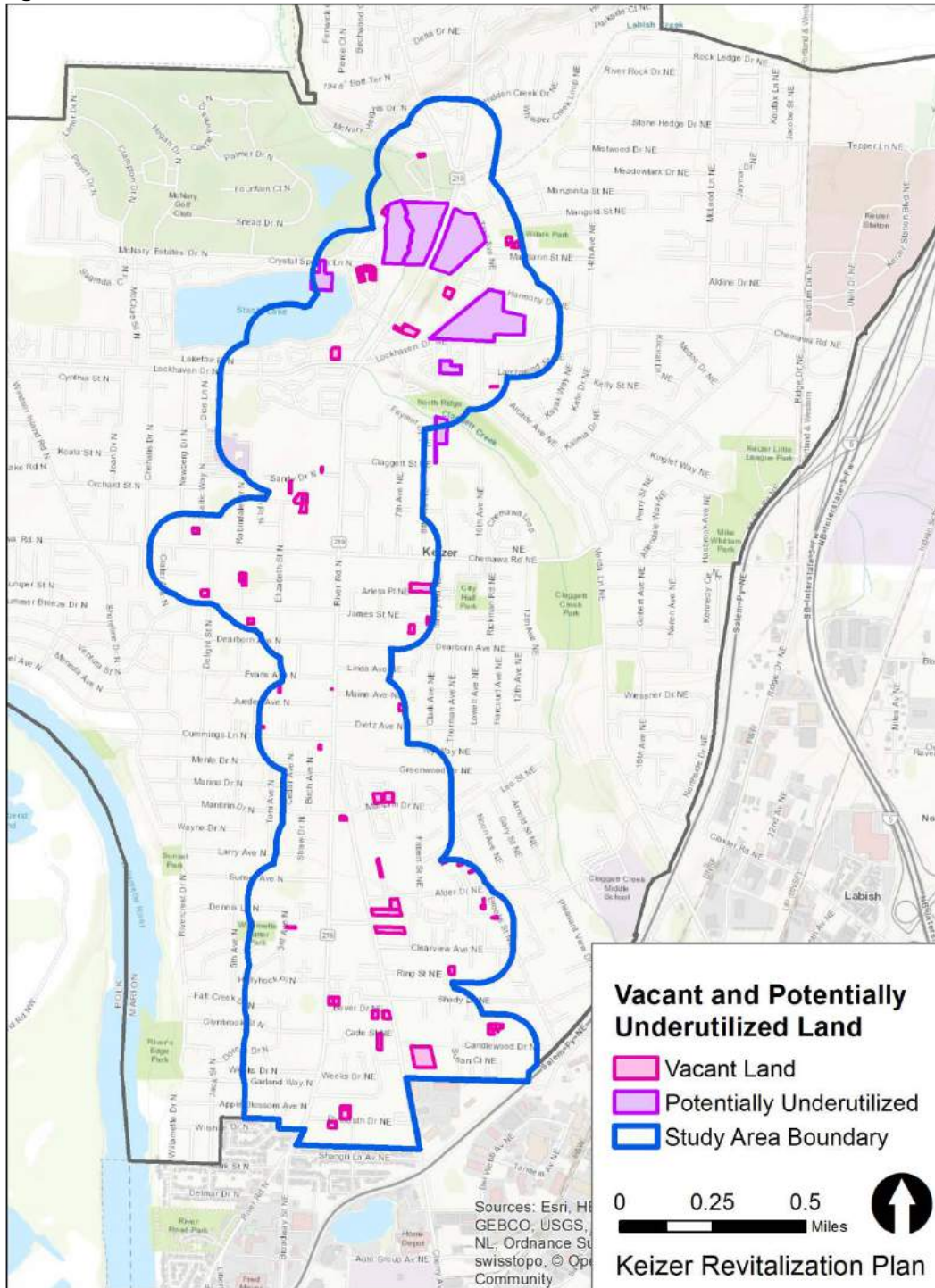
Examination of land values, vacancies, parcel sizes, and ownership provides some indication of the potential for new development or redevelopment within the study area. Figure 7 below illustrates total property value per square foot. Properties at the high and low ends of the value spectrum may be less feasible for development, because they are either too expensive to purchase and would yield investment margins, or because they would not yield high enough rents to earn a significant enough return. Parcel size and ownership may also pose challenges to development. 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; the City of Keizer owns 13 parcels, for example. Accordingly, infill and redevelopment are likely to occur through numerous small development projects (or through lot consolidation) rather than through large projects such as Keizer Station, which developed from one large site. Figure 8 illustrates vacant land and land that is potentially underutilized (based on its property values and intensity of existing uses). This map reveals a handful of large opportunity sites at the north end of the study area, but mostly smaller infill opportunities in the rest of the area.

**Figure 7—Property Value per Square Foot**



Source: City of Keizer, Marion County Assessor, ESRI

Figure 8—Vacant and Underutilized 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.

## Demographic Profile

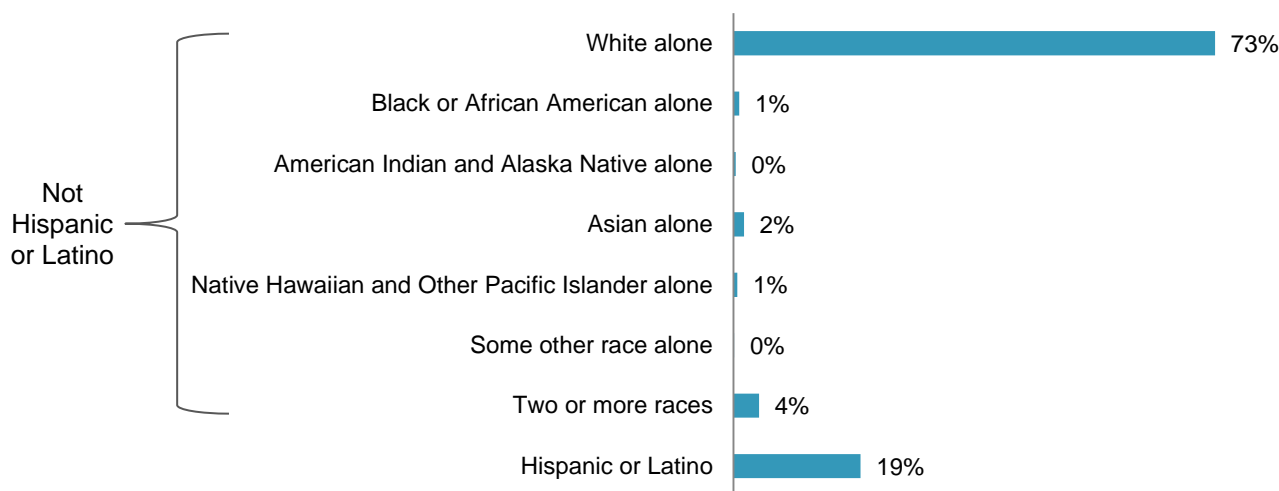
Memorandum #3 provides a thorough market analysis that includes a detailed overview of demographic trends in Keizer. This includes data for population, age, household size, income, and employment trends, as well as population and housing need projections. This Existing Conditions memo highlights a few key data points from Memo #3 and fills in some socio-economic data that will be important background information for the Keizer Revitalization Plan.

### Race and Ethnicity

The chart in 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

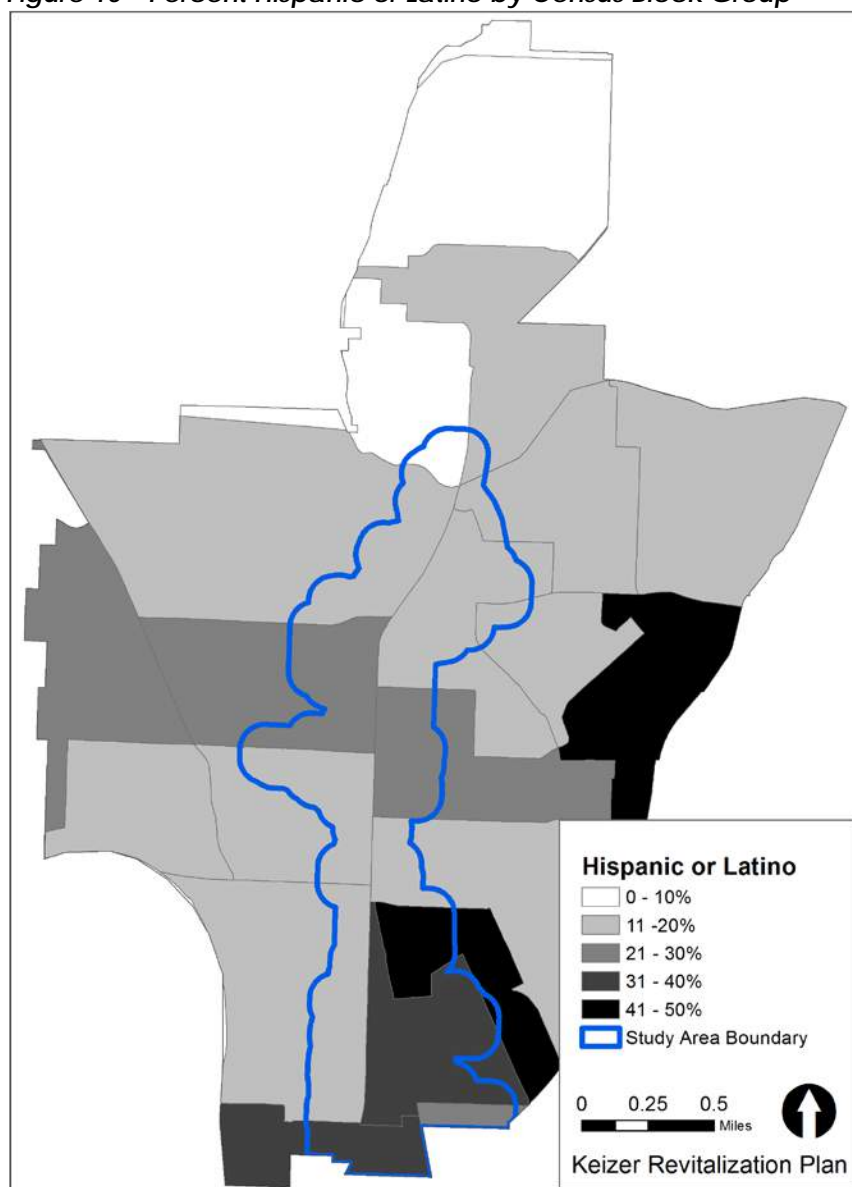
Hispanic or Latino by Race, City of Keizer



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**

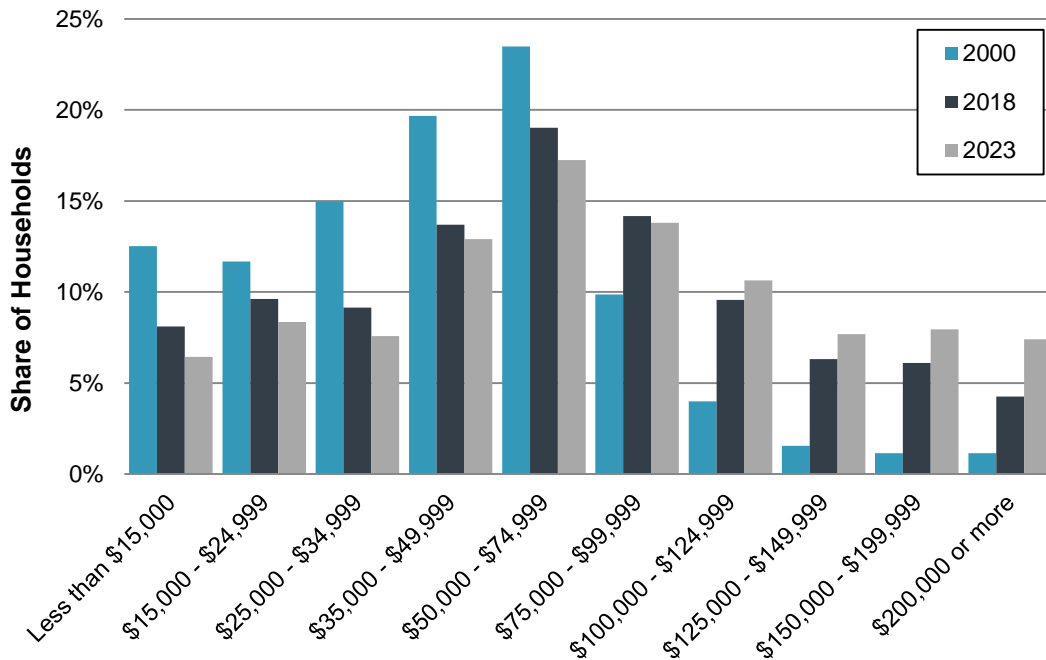


Source: U.S. Census Bureau, 2012-2016 ACS 5-Year Estimates, TIGER/Line Shapefile 2017

## Income

Keizer's median household income was \$52,000 in 2010, and has grown an estimated 37% between 2000 and 2018. Figure 11 below 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.

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



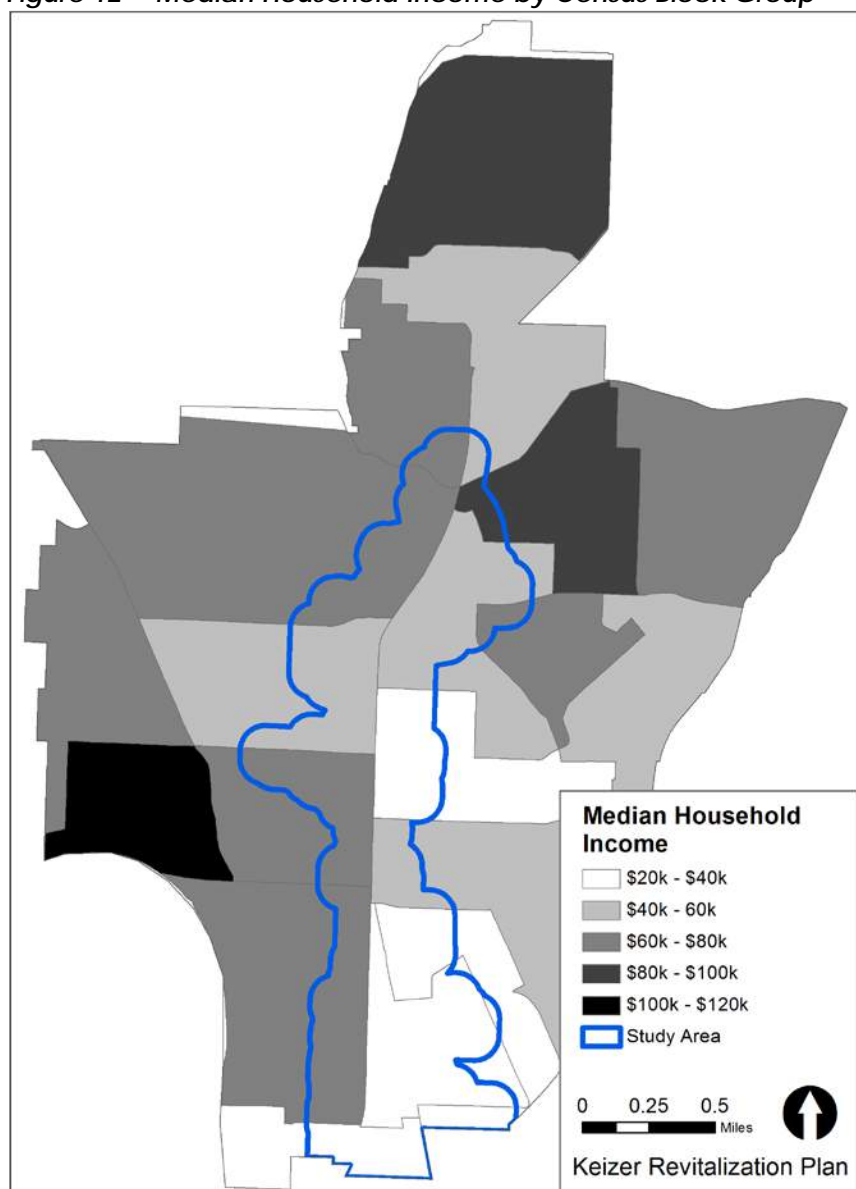
Source: US Census, Environics, Johnson Economics

Figure 11 illustrates that Keizer's residents are trending upward in terms of household income. It shows both a dramatic decrease in households with incomes below \$50,000, as well as growth to roughly one-third of households earning more than \$100,000. This change is expected to 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

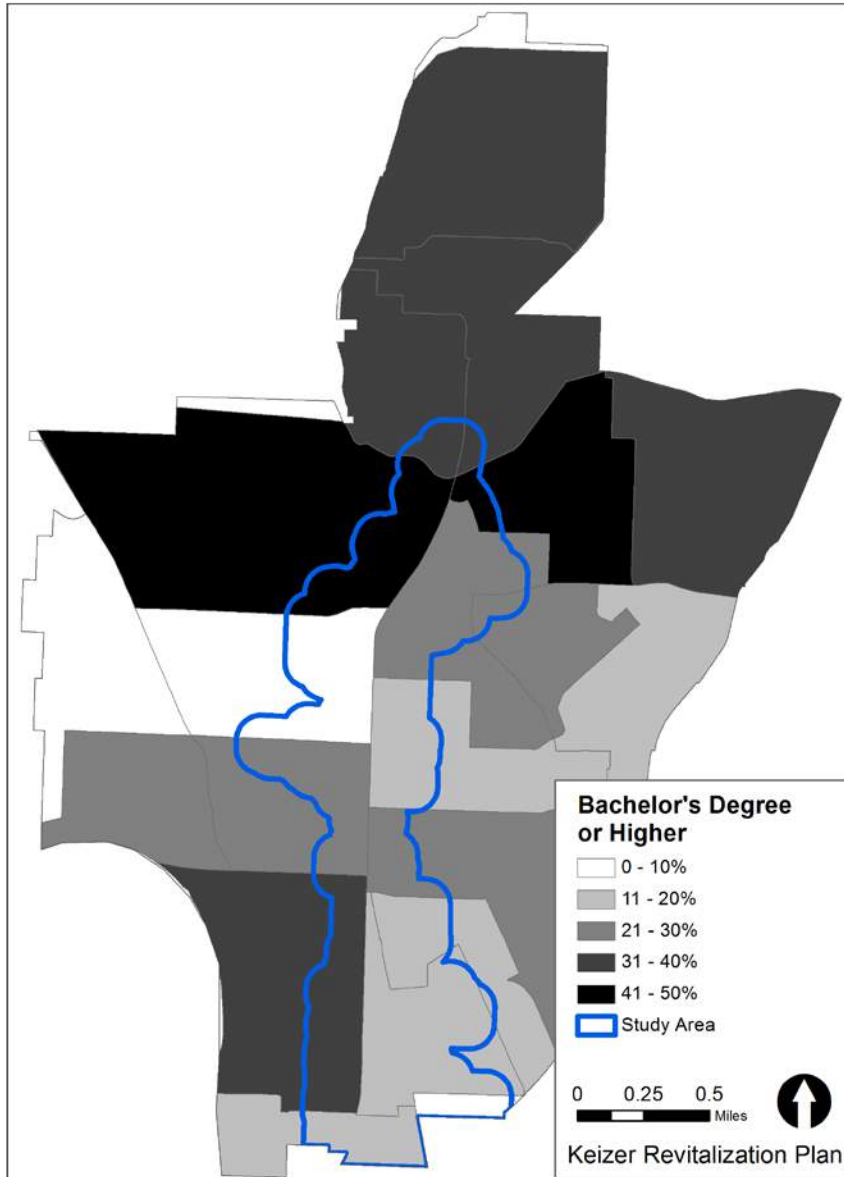


## Education

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% of its population. 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*

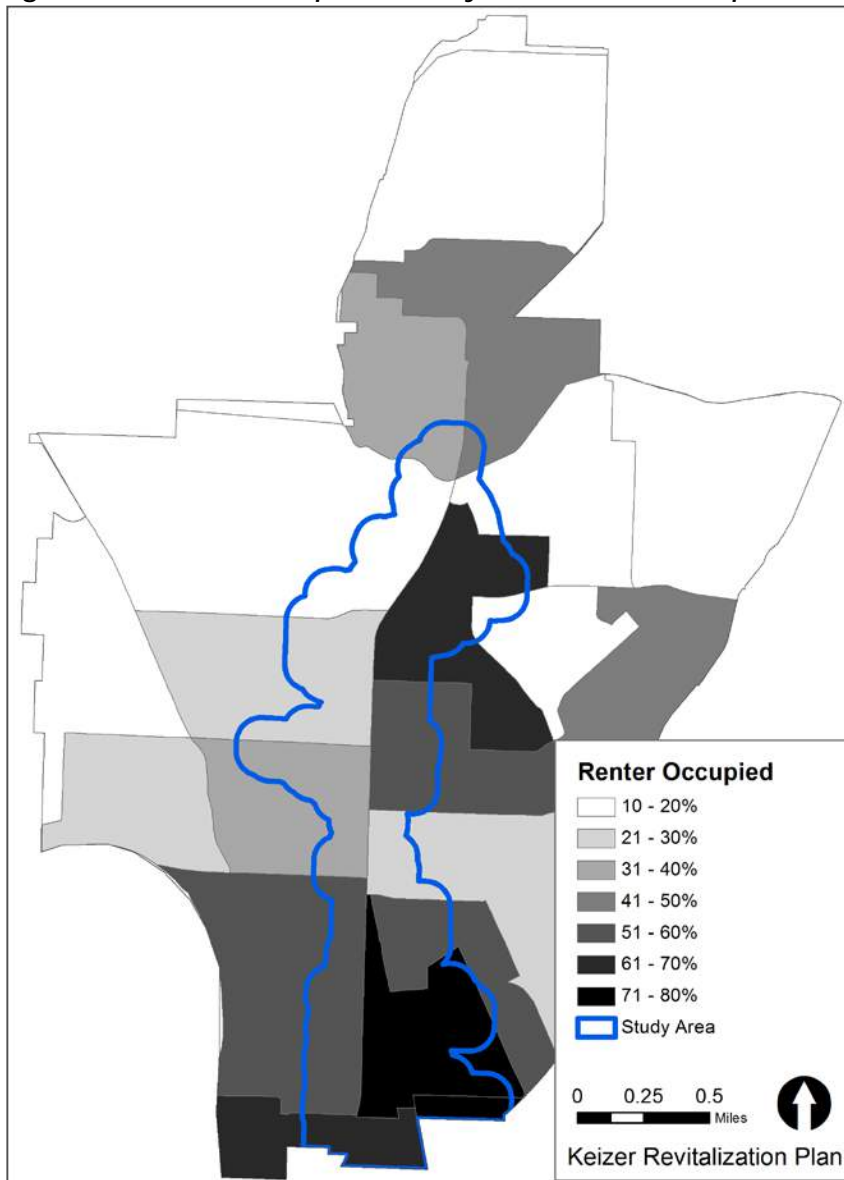


Source: U.S. Census Bureau, 2012-2016 ACS 5-Year Estimates, TIGER/Line Shapefile 2017

## 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**



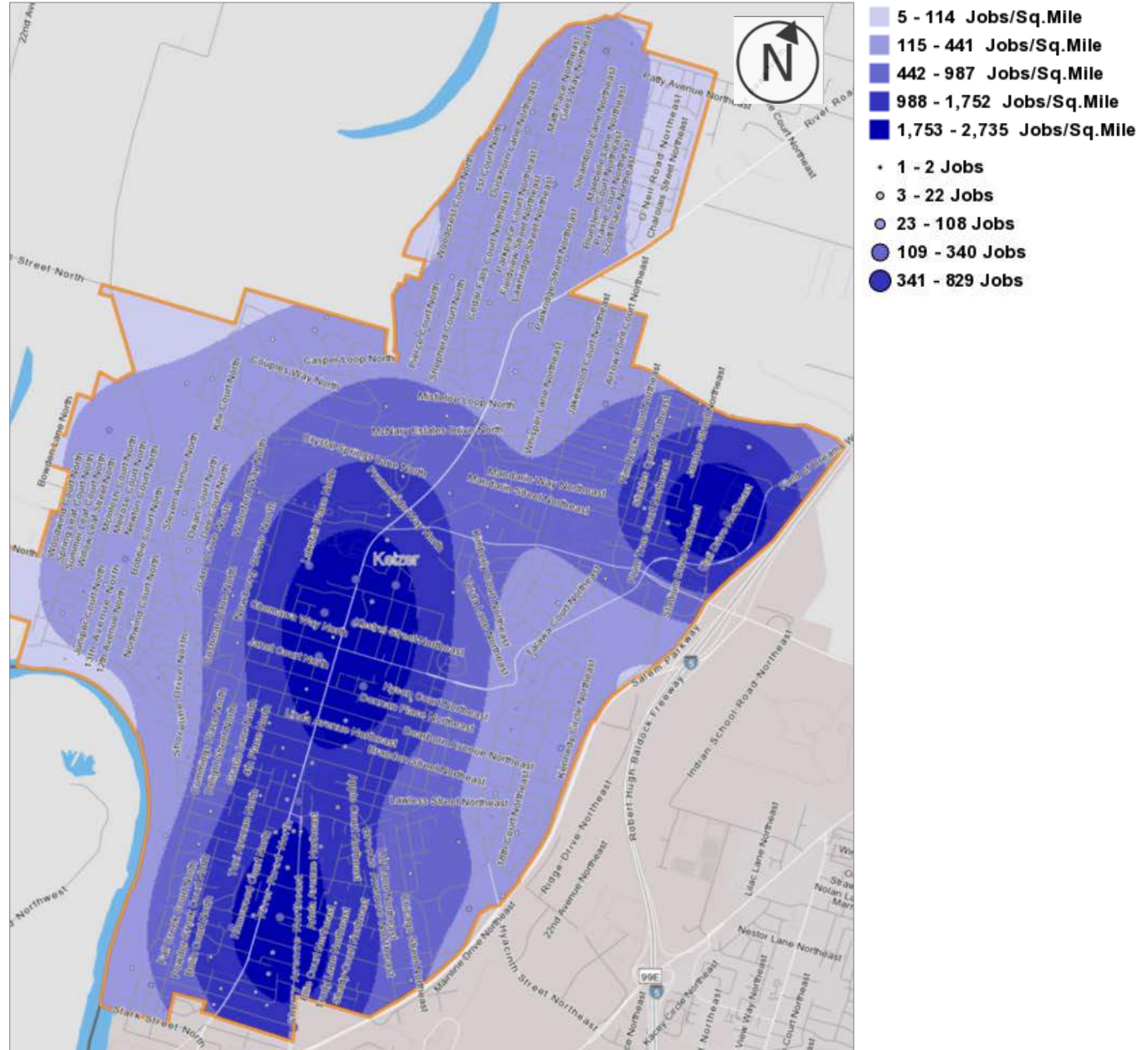
Source: U.S. Census Bureau, 2012-2016 ACS 5-Year Estimates, TIGER/Line Shapefile 2017

## 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 15 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).

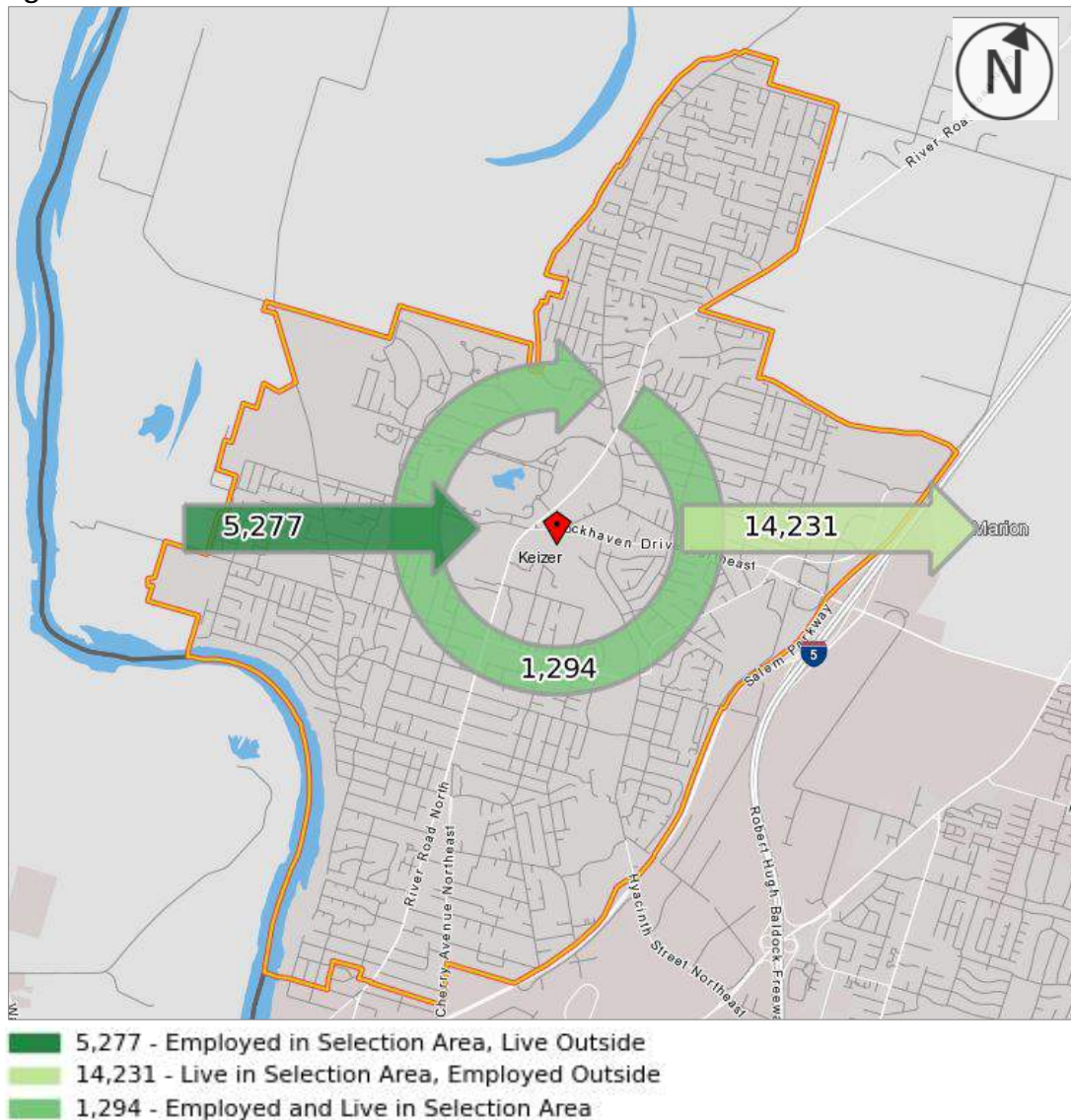
Figure 15— Jobs per Square Mile



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

As noted 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 16). The pattern indicates that Keizer is a living (or “bedroom”) community for many households who work elsewhere, rather than an employment center.

Figure 16— Job Inflow/Outflow



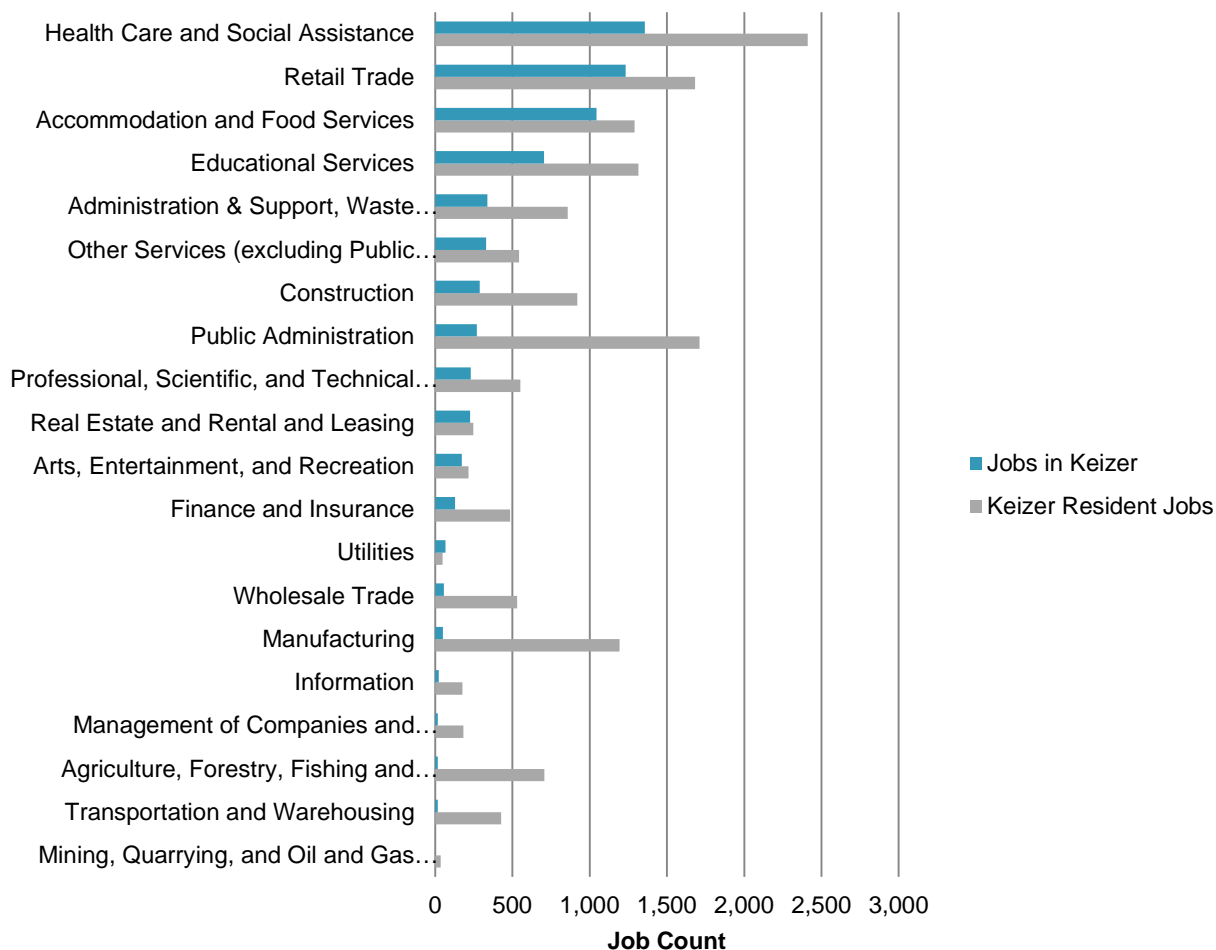
Source: U.S. Census Bureau, OnTheMap Application, <http://onthemap.ces.census.gov>

## 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 17 provides the full breakdown of jobs by industry, and compares jobs in the city to Keizer residents' jobs. The mismatch between the number of workers in Keizer and the number of jobs in the city is evident here as well. Public administration, educational services, and

manufacturing are among the top employers of Keizer residents—though many of these jobs are located outside of the city.

**Figure 17— Employment by Industry: Jobs in Keizer vs. Resident Jobs**



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



## 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 3. 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 3.

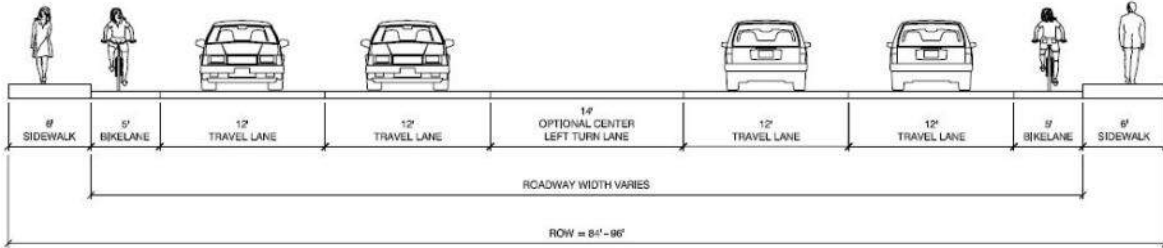
**Table 3— Existing Study Area Roadway Characteristics**

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

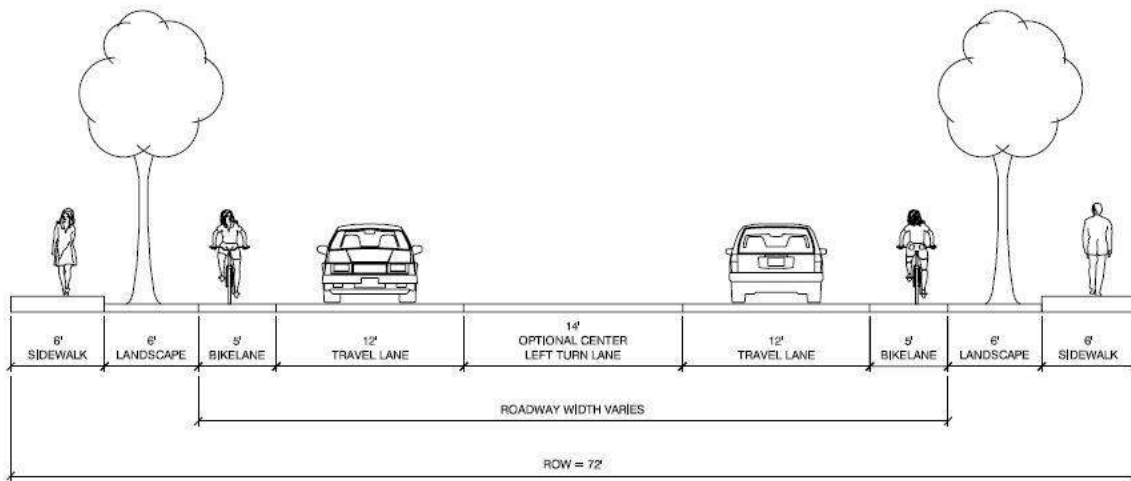


**Figure 18— River Road Cross Section Standard**



Source: City of Keizer

**Figure 19— Cherry Avenue Cross Section Standard**



Source: City of Keizer

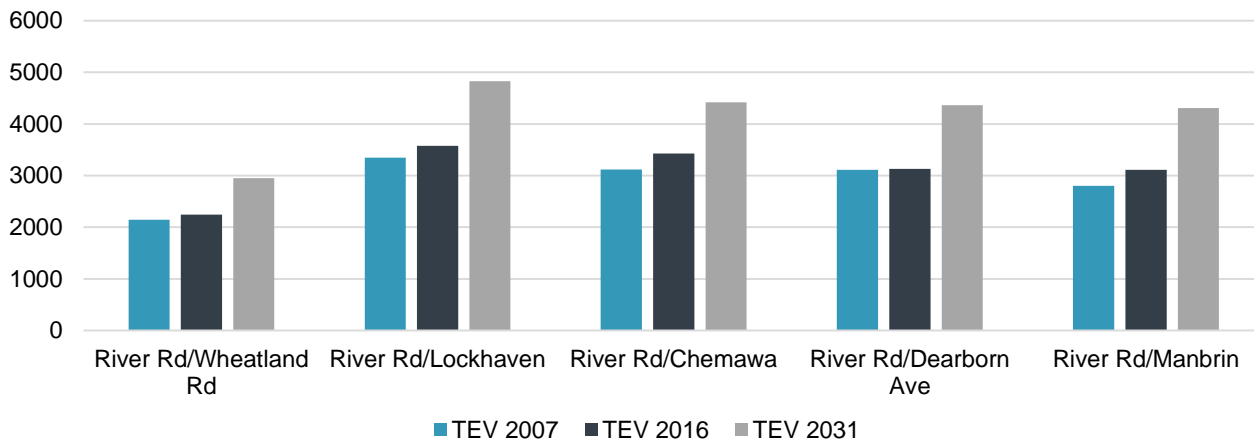
## Traffic Data Comparison

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 20 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.

**Figure 20— Total Entering Volume (TEV) Comparison**



Source: City of Keizer TSP

As shown in Figure 20, 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 21, 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 4.

### Bicycle Facilities

As shown in Figure 22, 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 4.

### 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 23, 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 4.

## Qualitative Multimodal Assessment

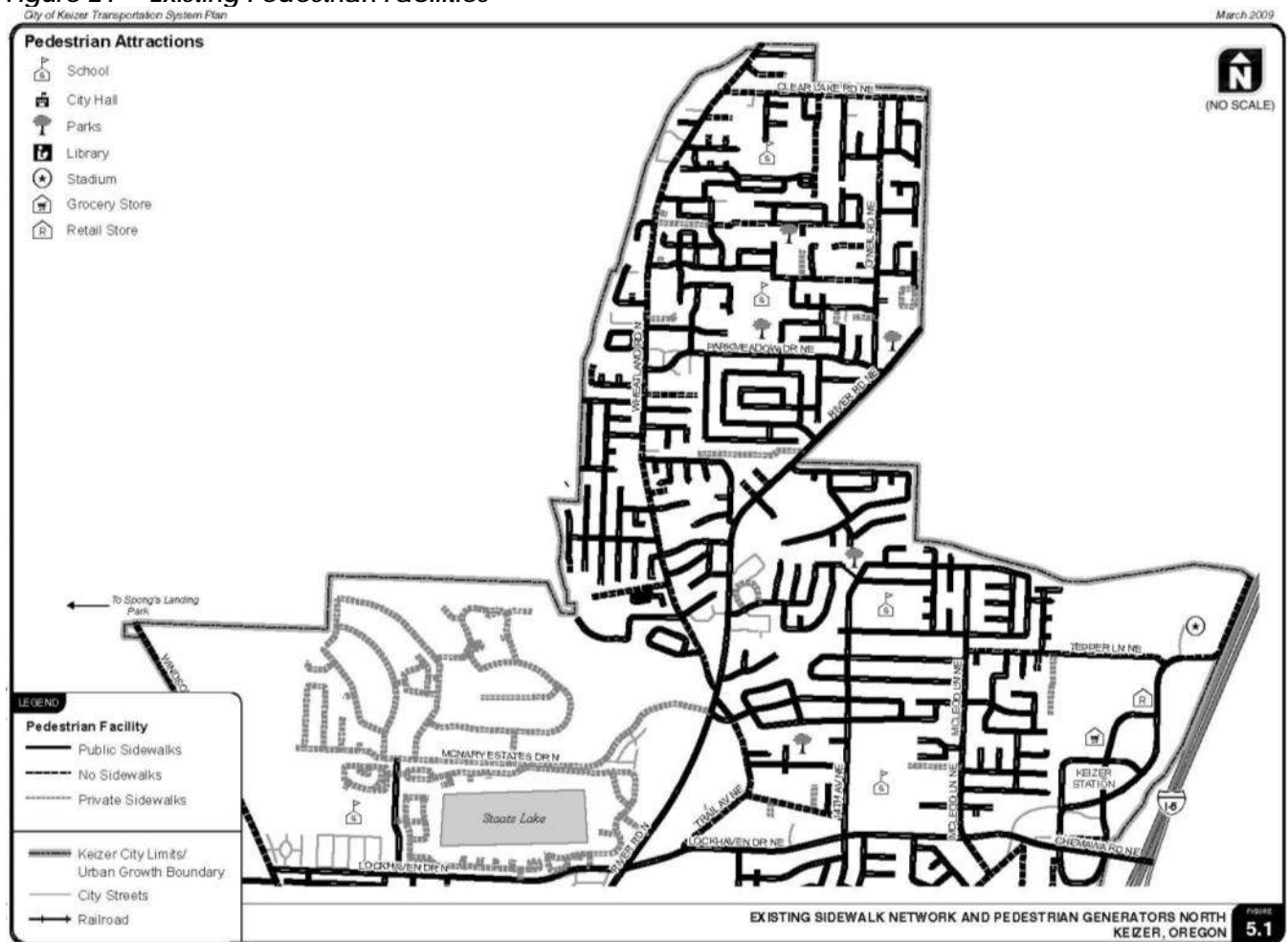
As shown in Table 4, a qualitative multimodal assessment (QMA) was performed for segments of River Road and Cherry Avenue within the project study area. The QMA methodology uses the roadway characteristics and applies a context-based subjective “Excellent/Good/Fair/Poor” rating. For the purposes of describing 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 4 provides QMA ratings for individual segments.

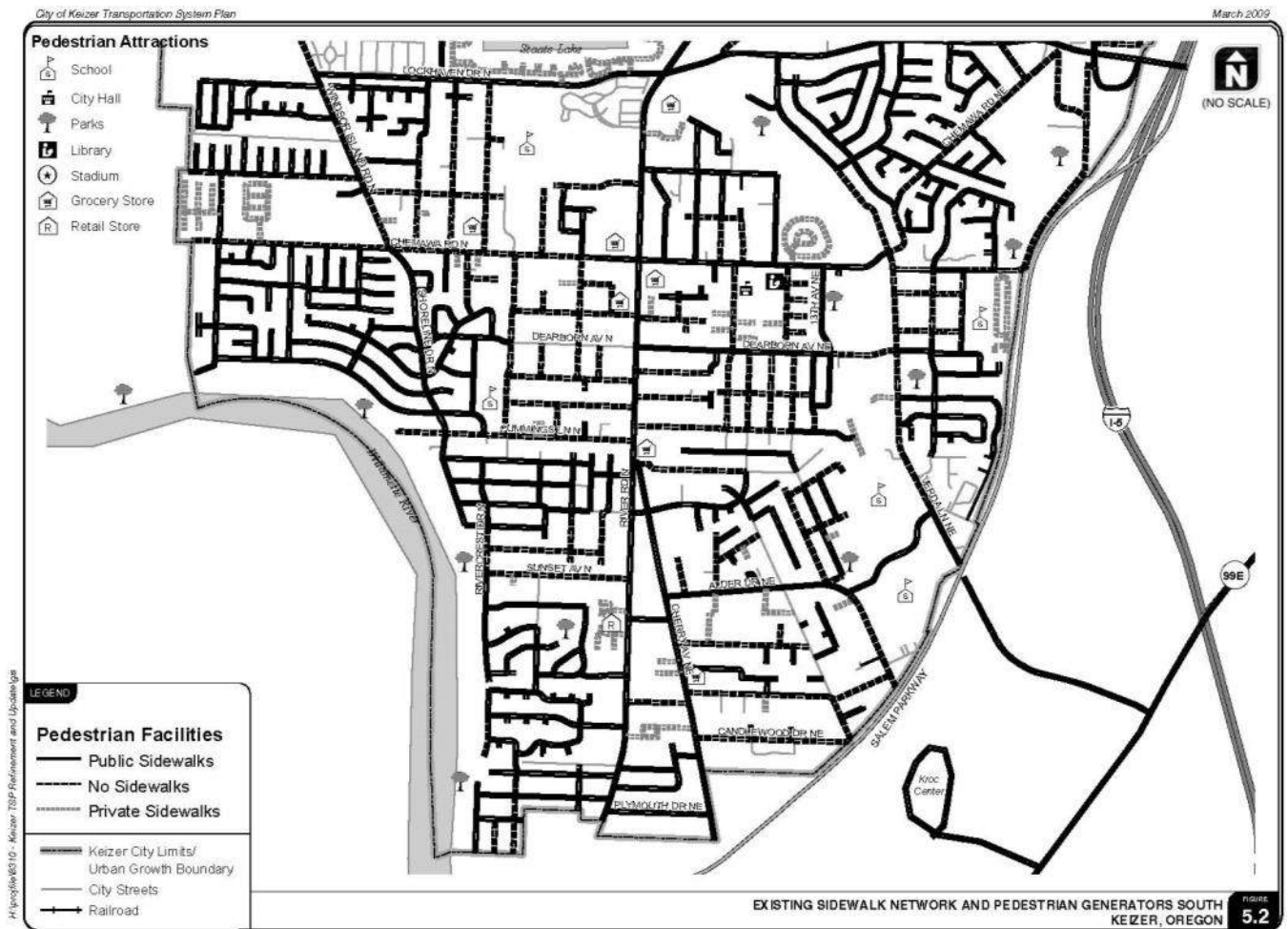
**Table 4— Qualitative Multimodal Assessment**

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.*

Figure 21— Existing Pedestrian Facilities





Source: City of Keizer TSP

Figure 22— Existing Bicycle Facilities

City of Keizer Transportation System Plan

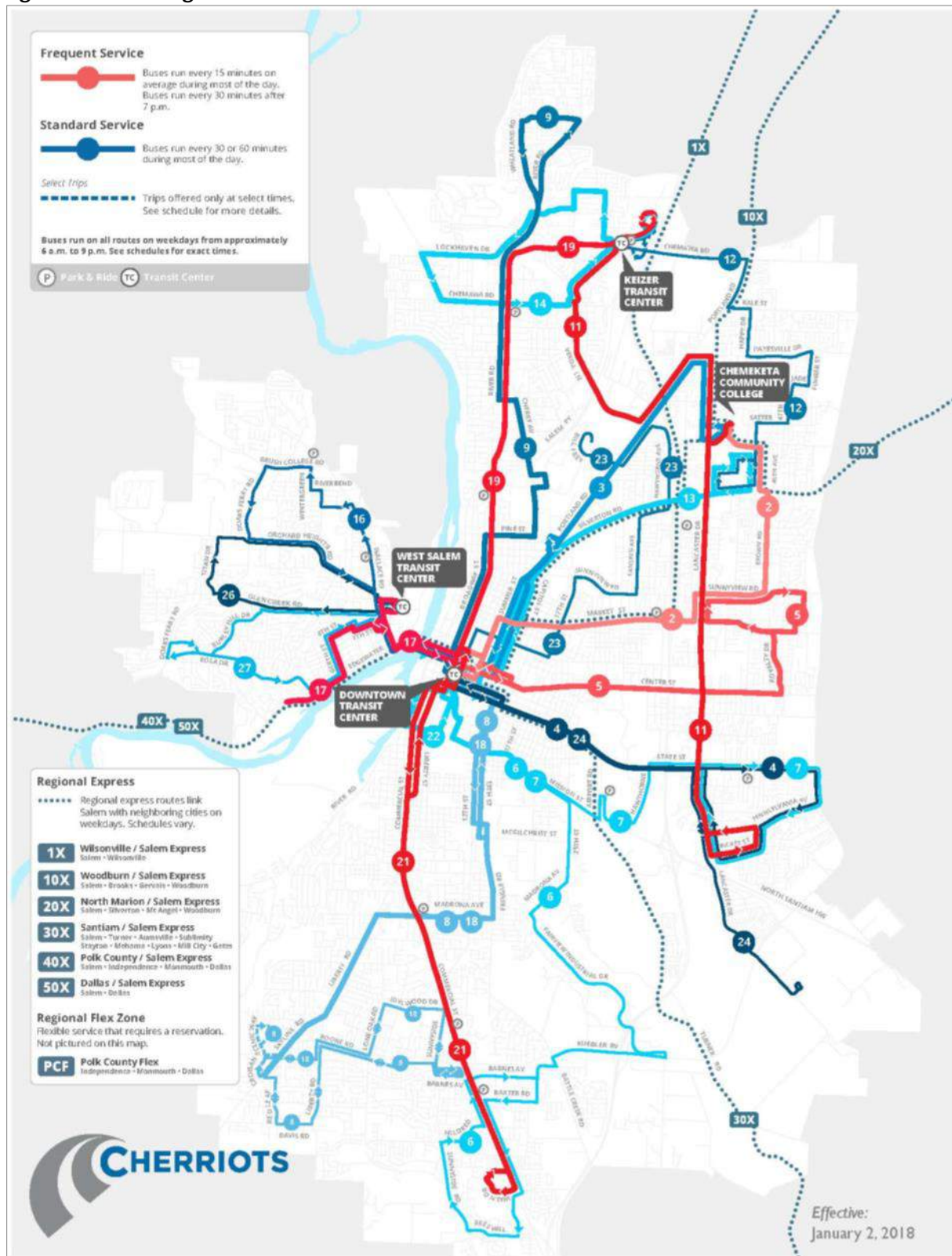
March 2009



Source: City of Keizer TSP



Figure 23— 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 25 and Figure 26 illustrate the TAZs and the household and employment data. Table 5 summarizes the data for the base year 2010 and forecast year 2035. As shown in Table 5, 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 (according to Memo #3).

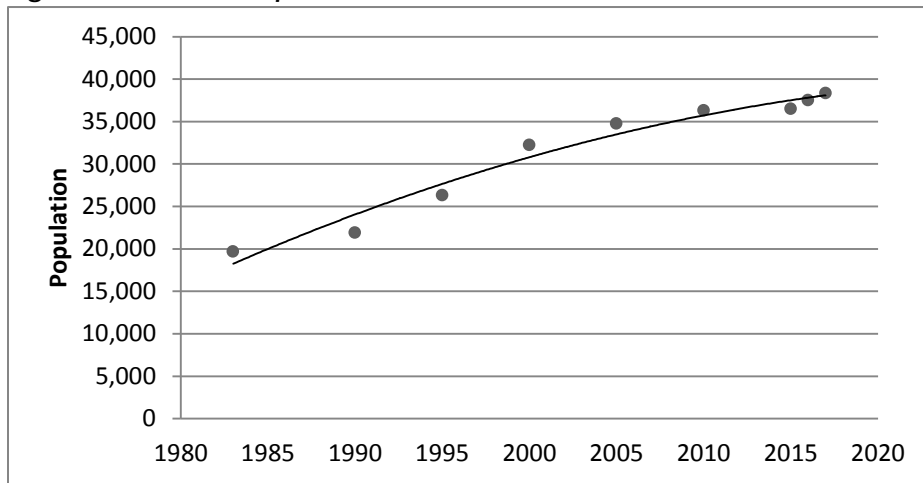
**Table 5— Keizer Revitalization Plan Project Study Area Population and Land Use Summary**

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 5 indicates that moderate growth is expected in the project study area in the coming years.

Figure 24— Keizer Population Growth, 1983-2017

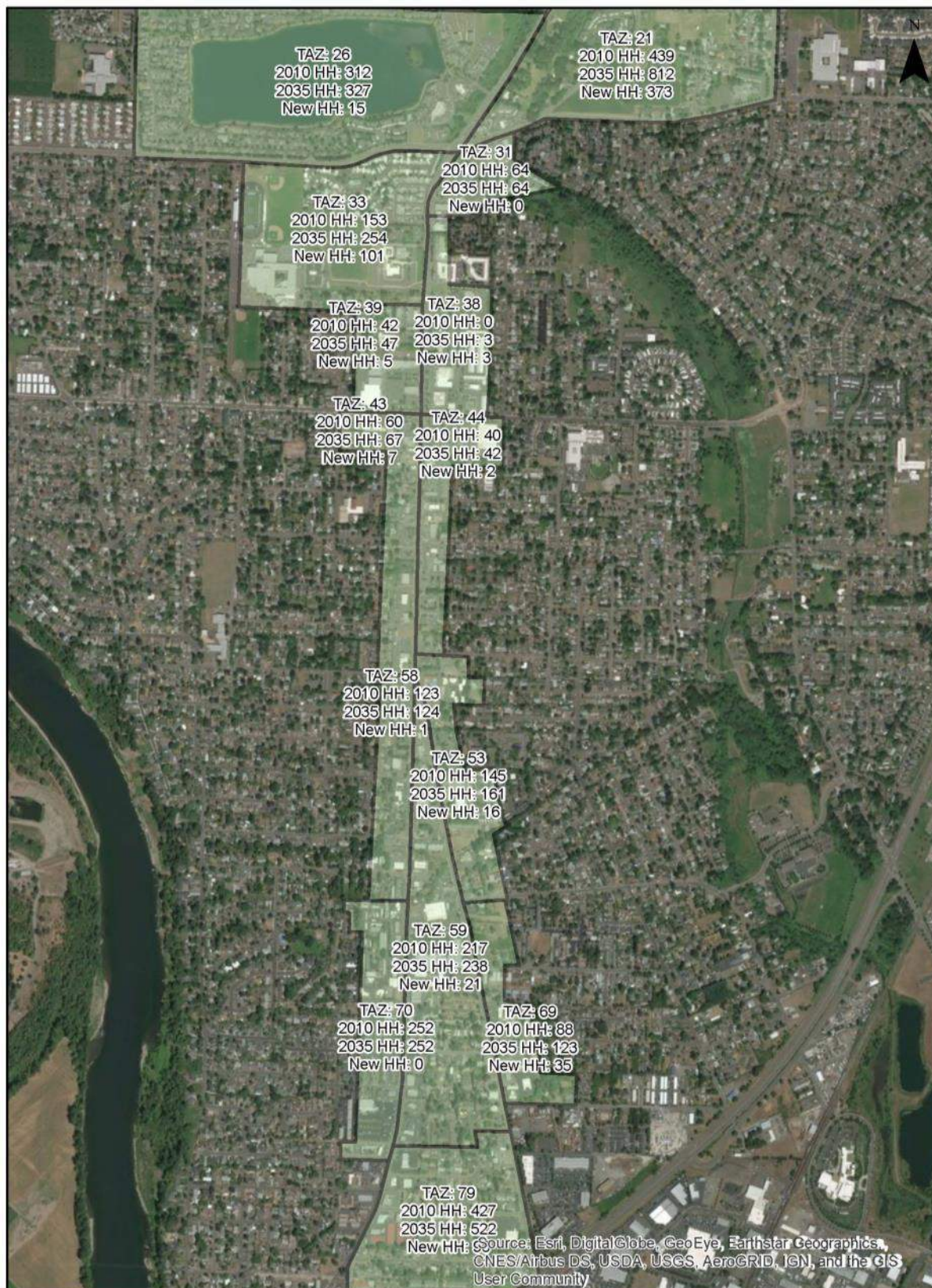


Source: City of Keizer (<https://www.keizer.org/demographics>)

Historically, Keizer has grown faster on average than what was occurring in 2010 when the TSP was developed (see Figure 24). 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 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.



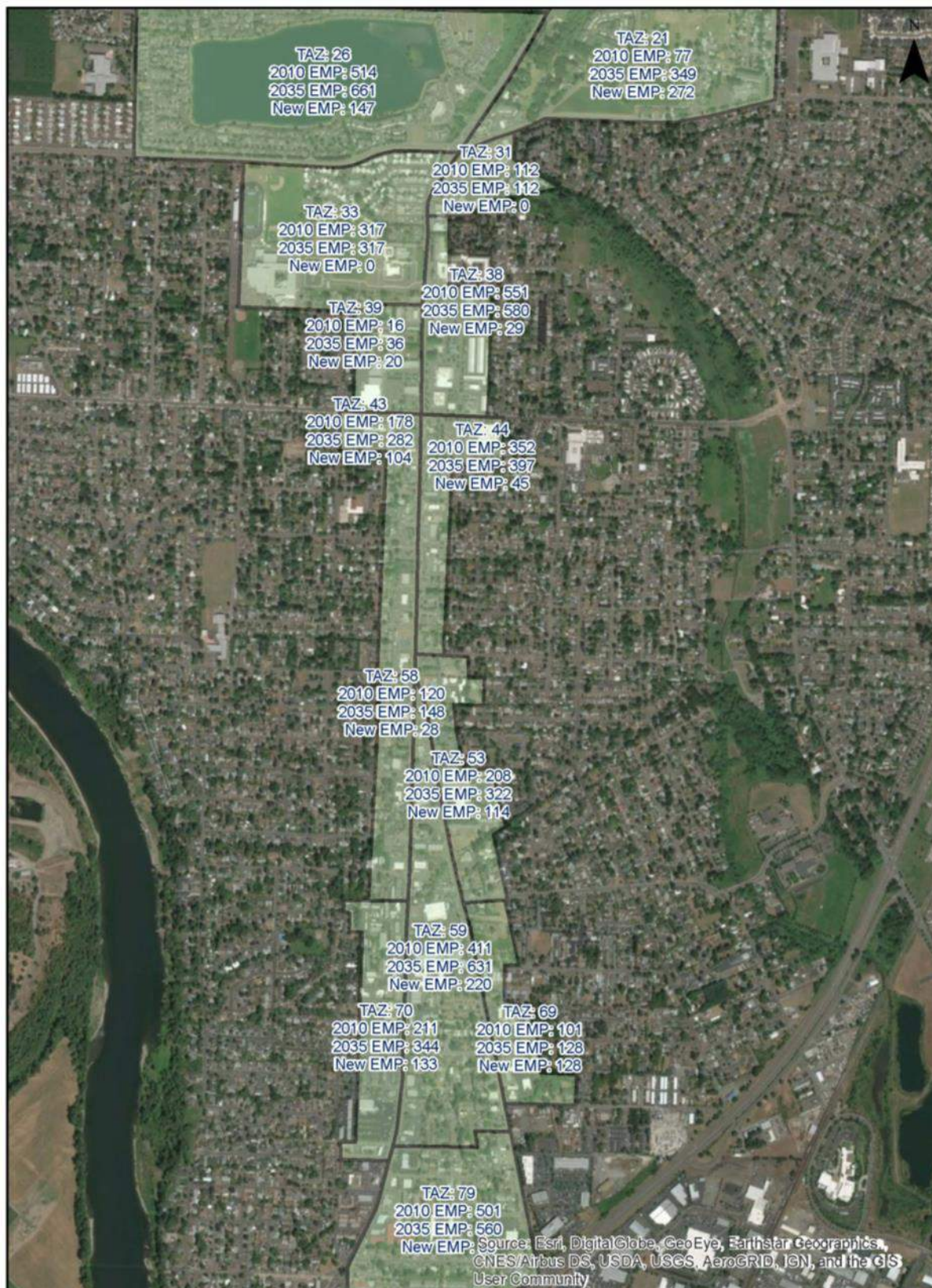
Figure 25— Changes in Households by TAZ (2010 to 2035)



Source: MWVCOG



Figure 26— 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 6. Project R4 is the only project that has been completed to-date.

**Table 6— 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 7.

**Table 7— 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

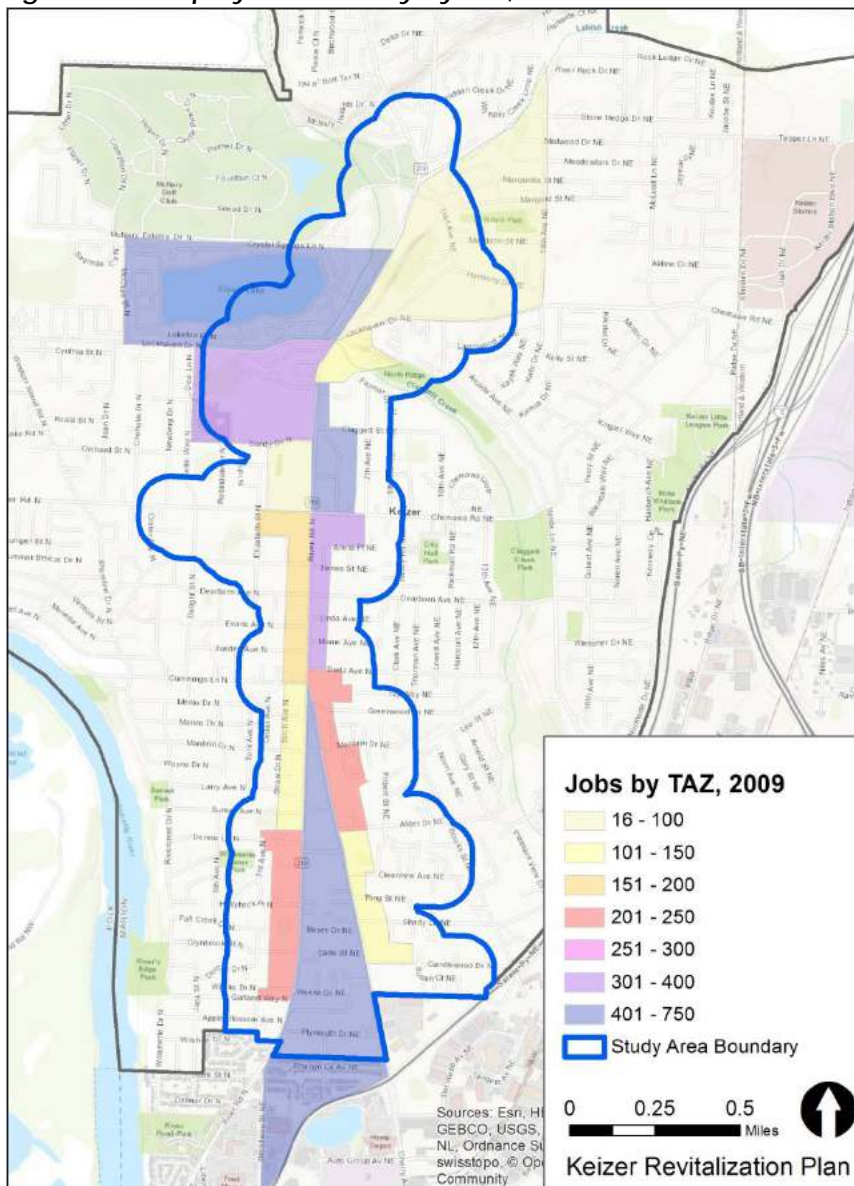
The following miscellaneous roadway projects relevant to the Keizer Revitalization Plan were also identified as requiring additional investigation or monitoring.

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

## Location of major employers and trip generators

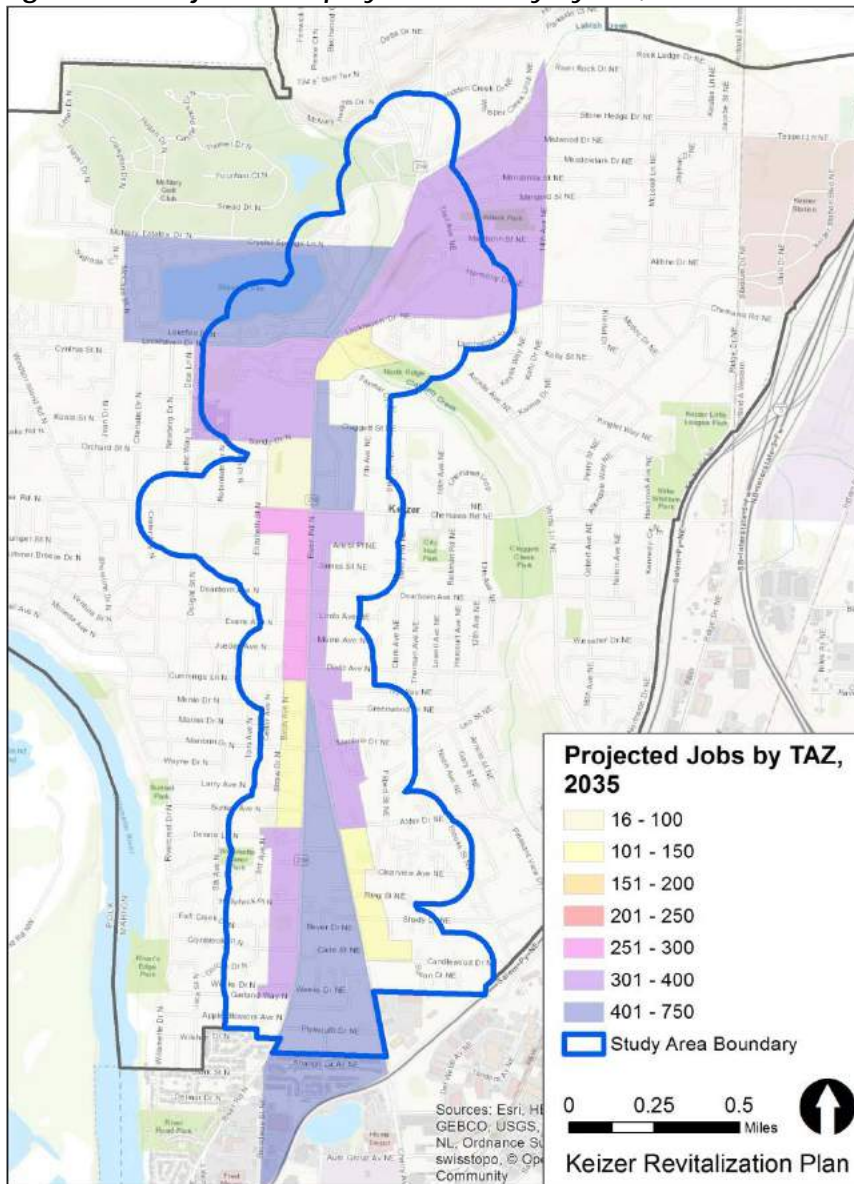
The following maps highlight the concentrations of employment for the TAZs within the study area. These are considered “trip generators” because they represent the areas with destinations to which people are driving, walking, biking or riding the bus. Figure 27 depicts the employment density as measured in 2009, and Figure 28 depicts the projected changes to employment density by 2035.

**Figure 27— Employment Density by TAZ, 2009**



Source: MWVCOG

**Figure 28— Projected Employment Density by TAZ, 2035**



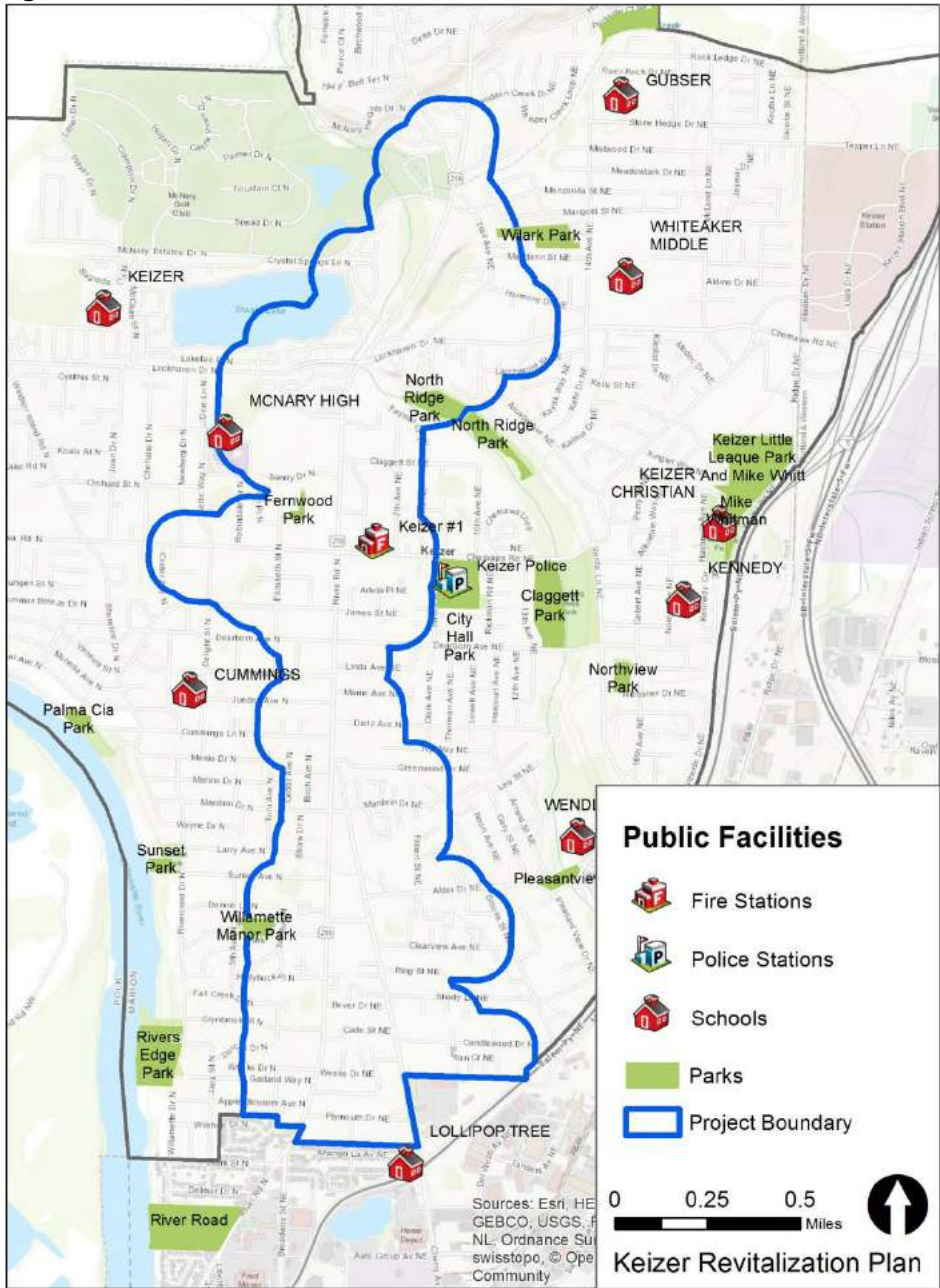
Source: MWVCOG

The southern portion of the study area currently contains the highest concentration of jobs, and therefore trip generators. This area is predicted to remain a 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 29 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 29— Public Facilities



Source: Marion County, ESRI

## Utilities

When considering the capacity for future growth in Keizer, and development opportunities within the city's 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

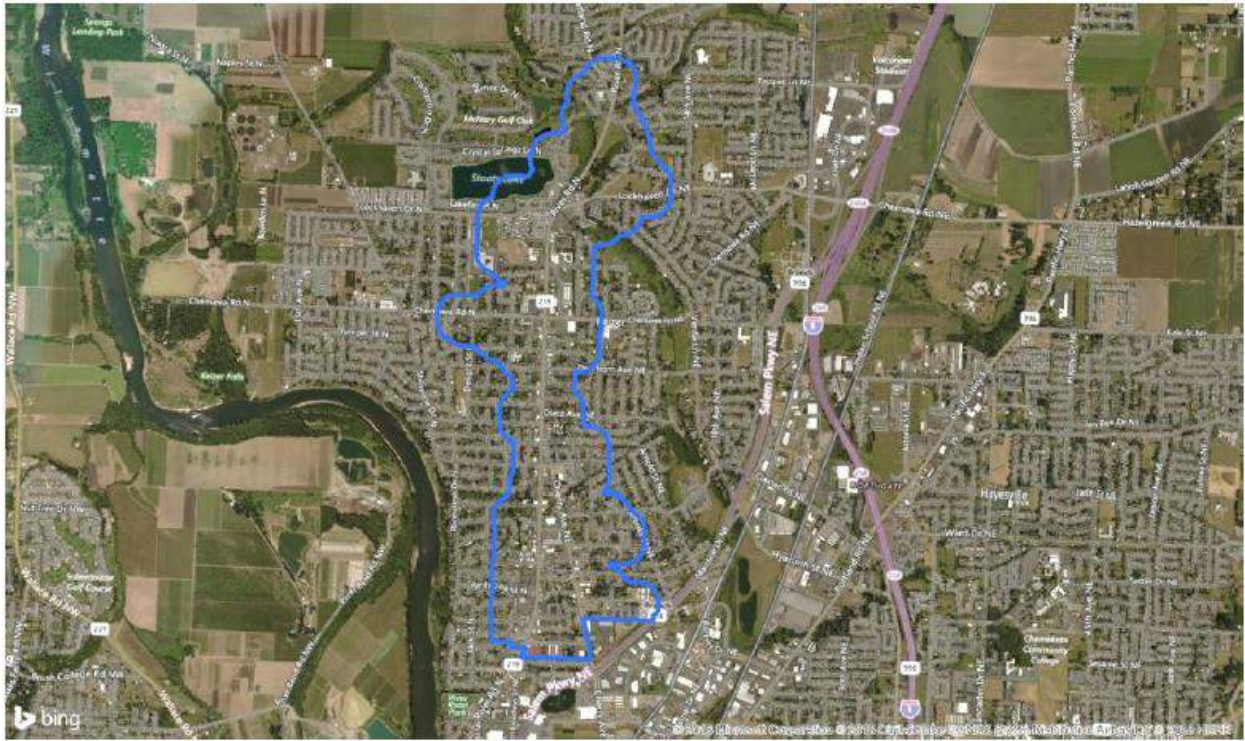
Wastewater, also referred to as sewer, is conveyed through the City using pipes and pumps owned and operated by Keizer itself. Treatment is provided at the City of Salem's Willow Lake facility which process waste from the cities of Keizer, Salem, and Turner. Keizer Public Works indicates that there is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

## Appendix 3. Market Analysis





# **KEIZER REVITALIZATION PLAN**

## **MEMORANDUM #3: MARKET ANALYSIS**

Prepared for  
City of Keizer  
April 2018







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## I. KEIZER DEMOGRAPHIC & EMPLOYMENT TRENDS

### Population and Households

- Keizer is a City of nearly 38,700 people located in the greater Salem-Keizer metropolitan area.
- Keizer is now the 13<sup>th</sup> 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 (Figure 1) 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.

**FIGURE 1: KEIZER DEMOGRAPHIC PROFILE**

<b>POPULATION, HOUSEHOLDS, FAMILIES, AND YEAR-ROUND HOUSING UNITS</b>						
	<b>2000</b>	<b>2010</b>	<b>2018</b>	<b>Growth Rate</b>	<b>2023</b>	<b>Growth Rate</b>
	<b>(Census)</b>	<b>(Census)</b>	<b>(Est.)</b>	<b>10-18</b>	<b>(Proj.)</b>	<b>18-23</b>
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%
<b>PER CAPITA AND AVERAGE HOUSEHOLD INCOME</b>						
	<b>2000</b>	<b>2010</b>	<b>2018</b>	<b>Growth Rate</b>	<b>2023</b>	<b>Growth Rate</b>
	<b>(Census)</b>	<b>(ACS)</b>	<b>(Est.)</b>	<b>10-18</b>	<b>(Proj.)</b>	<b>18-23</b>
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%

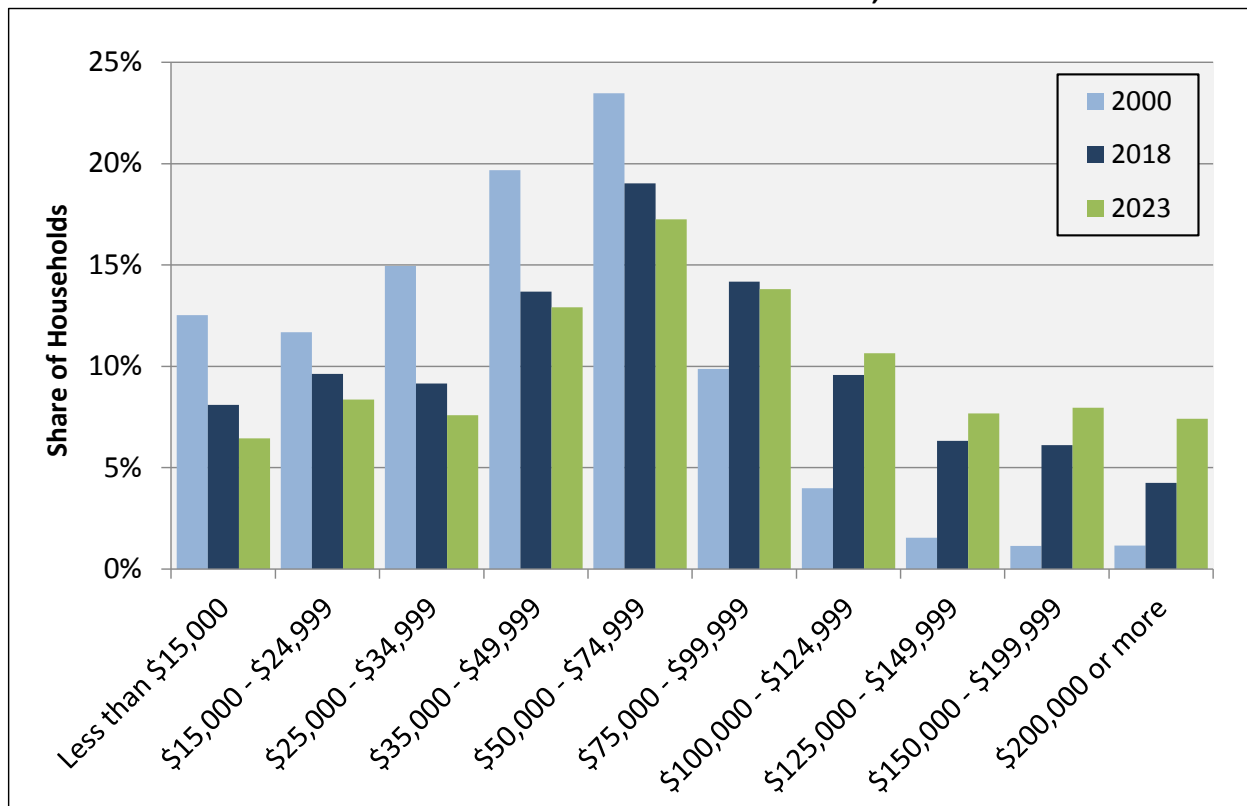
Source: US Census, PSU Population Research Center, Johnson Economics



## 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 2 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 2: SHARE OF HOUSEHOLDS WITHIN INCOME GROUPS, CITY OF KEIZER**



Source: US Census, Environics, Johnson Economics

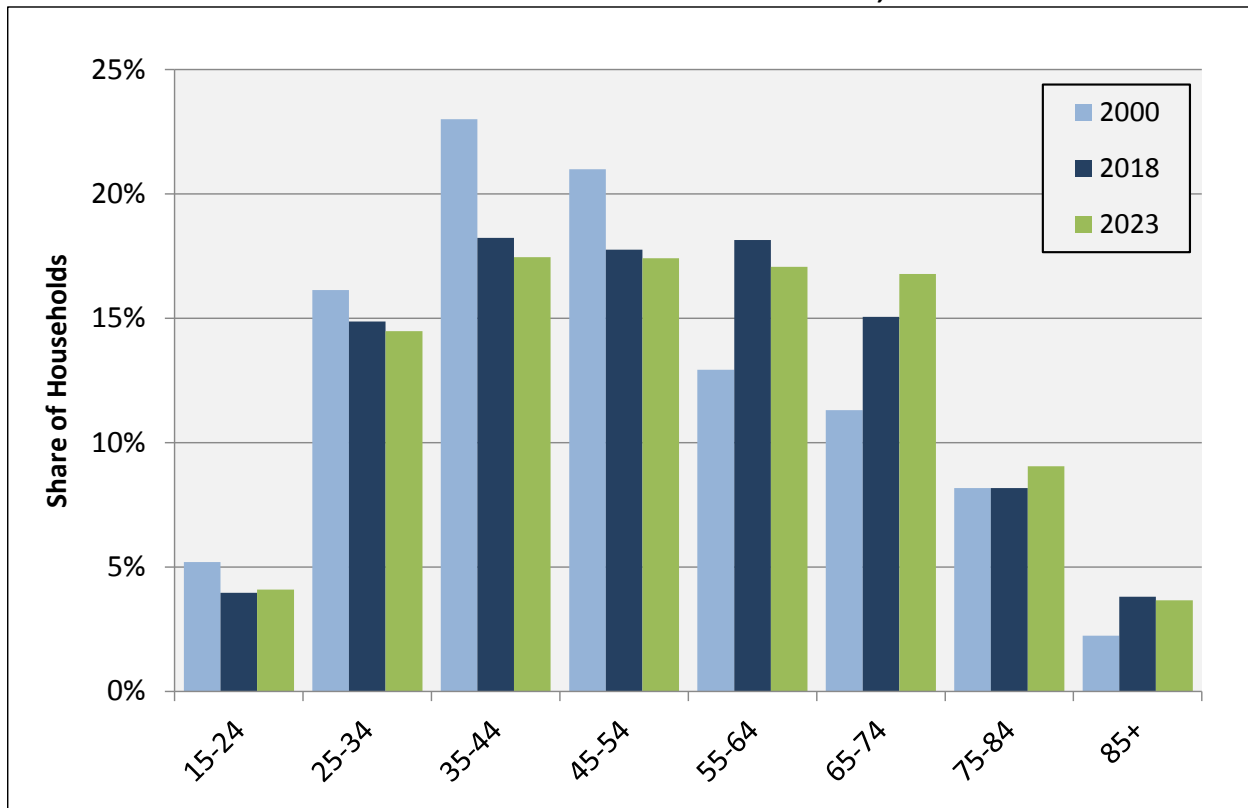
## Age Trends

- Figure 3 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 3: SHARE OF HOUSEHOLDS BY AGE OF HOUSEHOLDER, CITY OF KEIZER**



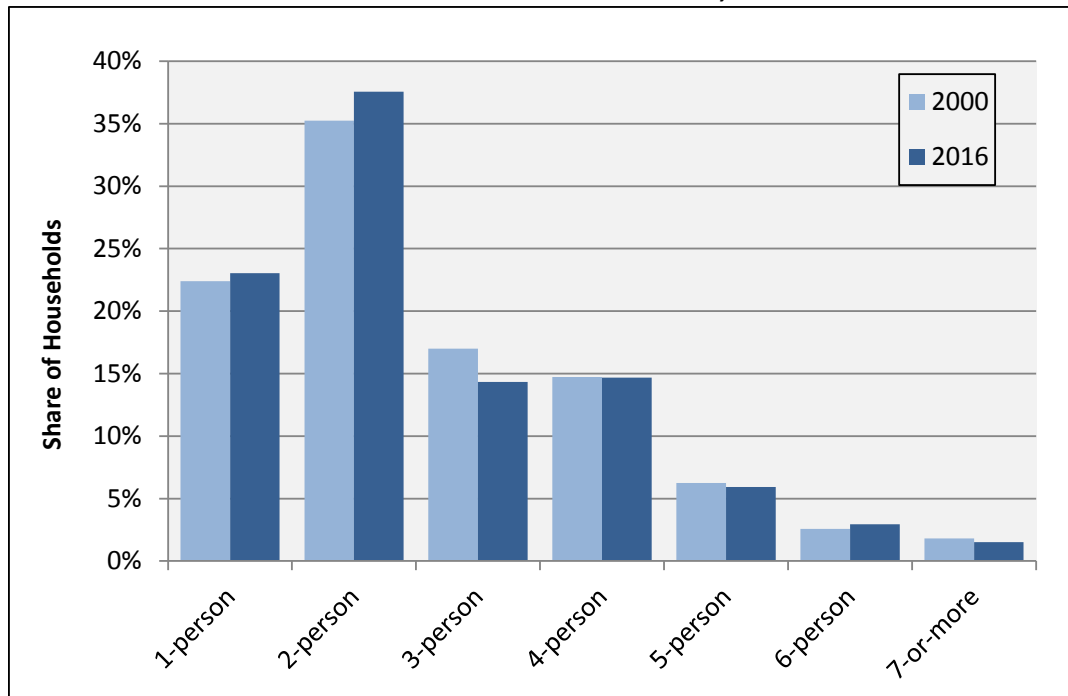
Source: US Census, Environics, Johnson Economics

### **Household Size**

- Keizer’s average household size is 2.67 persons, up from 2.4 since 2000.
- Figure 4 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 4: NUMBER OF PEOPLE PER HOUSEHOLD, CITY OF KEIZER**



Source: US Census, American Community Survey, Johnson Economics

### **Employment Trends**

Keizer has an estimated 8,800 local jobs, for an estimated jobs/household ratio of roughly 0.6 jobs per household. This is a low ratio, indicating that many local residents commute elsewhere for employment. While no one standard exists, a goal of 1.25 jobs/household or greater is common.

**FIGURE 5: EMPLOYMENT GROWTH, CITY OF KEIZER**



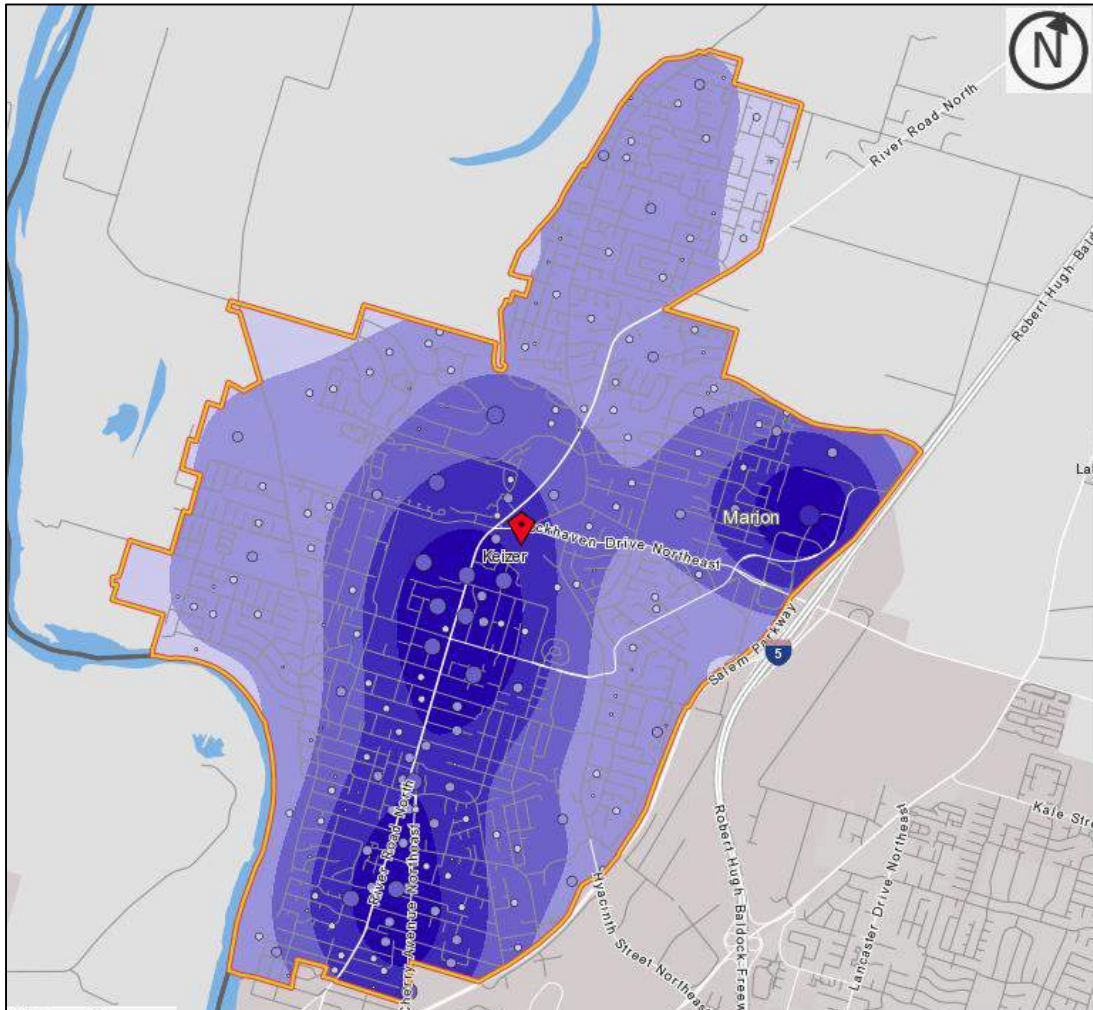
Source: US Census, Johnson Economics



However, local employment has demonstrated a strong upward trend over the last decade, falling by only 3% during the most recent recession. The Bureau of Labor Statistics estimates that employment grew by nearly 3,000 jobs or 48% between 2005 and 2015 (the most recent year for this local employment data set.) This was average growth of over 275 jobs per year during this period.

The following figure shows where employment is concentrated in Keizer, with most jobs located along River Road, and the Keizer Station area.

**FIGURE 6: EMPLOYMENT CONCENTRATIONS, CITY OF KEIZER**



Source: US Census, BLS, Johnson Economics

### **Commuting**

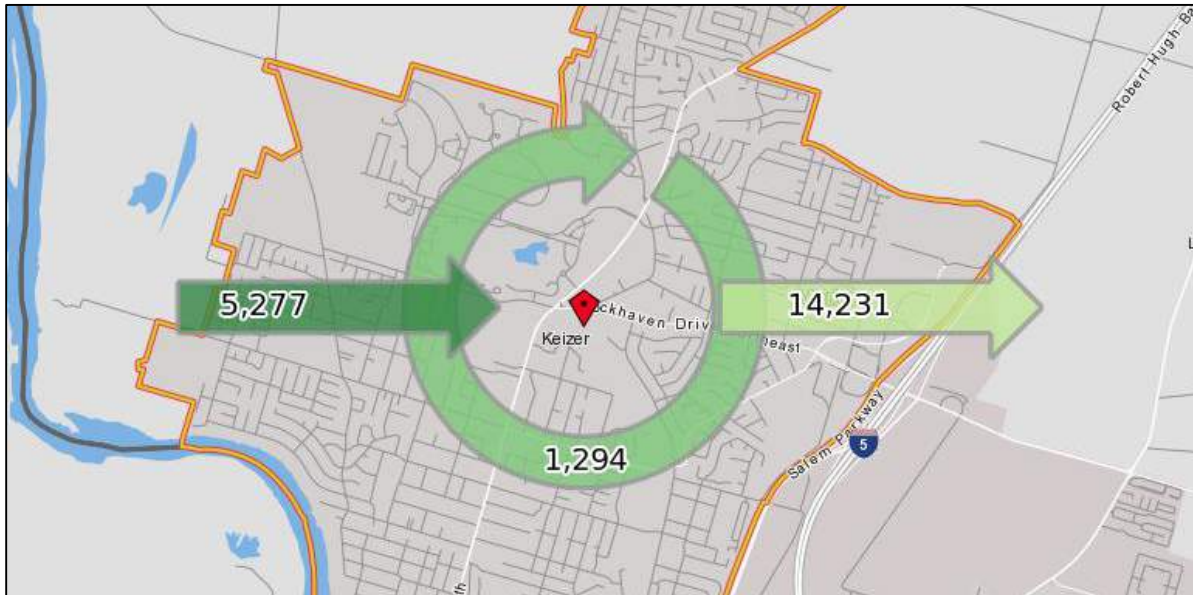
The following figures shows commuting patterns into and out of Keizer. Residents hold roughly 20% of the local jobs, while 80% are held by employees commuting from elsewhere. Meanwhile over 14,000 Keizer residents are estimated to commute out of the city for employment. While the pattern is stark, it is not uncommon to see in many communities. The pattern indicates that Keizer is a living community for many households who work elsewhere, rather than an employment center.





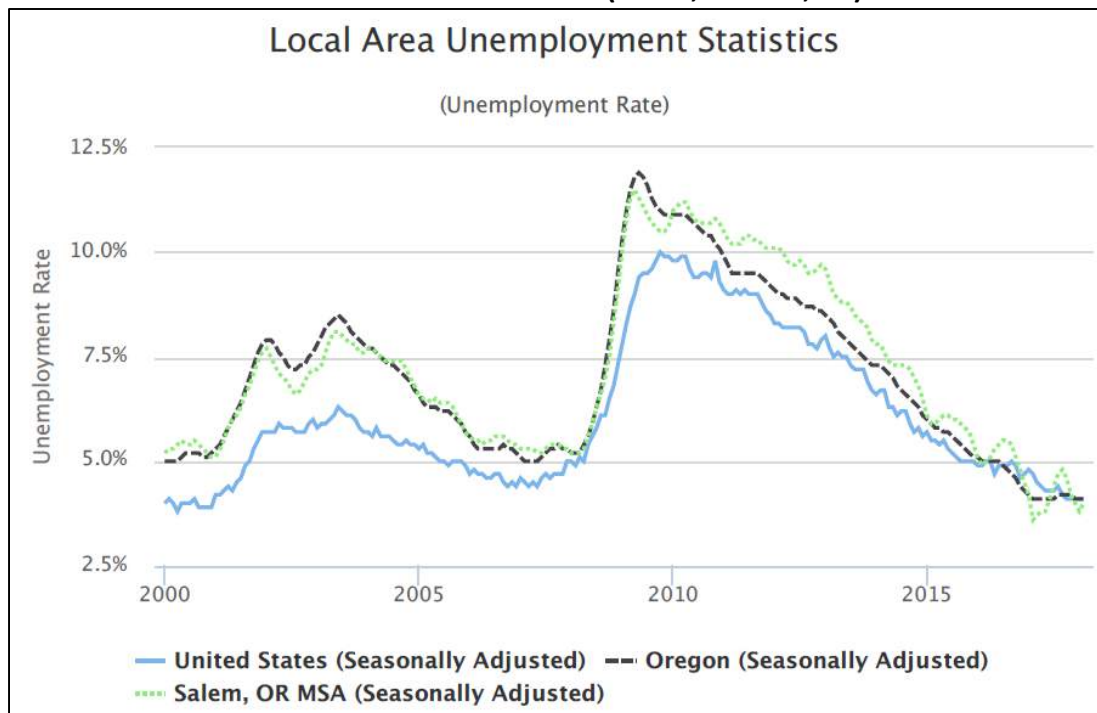
This data set includes “covered employment” only—employer firms that tracked through unemployment insurance. This data omits a significant portion of the workforce that are not covered (i.e. sole-proprietors, self-employed, commission workers), who may be more likely to work in the same community, or from home. Therefore these figures probably somewhat understate the total number of local residents who work in the community, but this is unlikely to change the prevailing pattern.

**FIGURE 7: COMMUNITY PATTERNS, CITY OF KEIZER**



Source: US Census, BLS, Johnson Economics

**FIGURE 8: UNEMPLOYMENT RATE (KEIZER, OREGON, US)**



Source: Oregon Employment Department, BLS, Johnson Economics



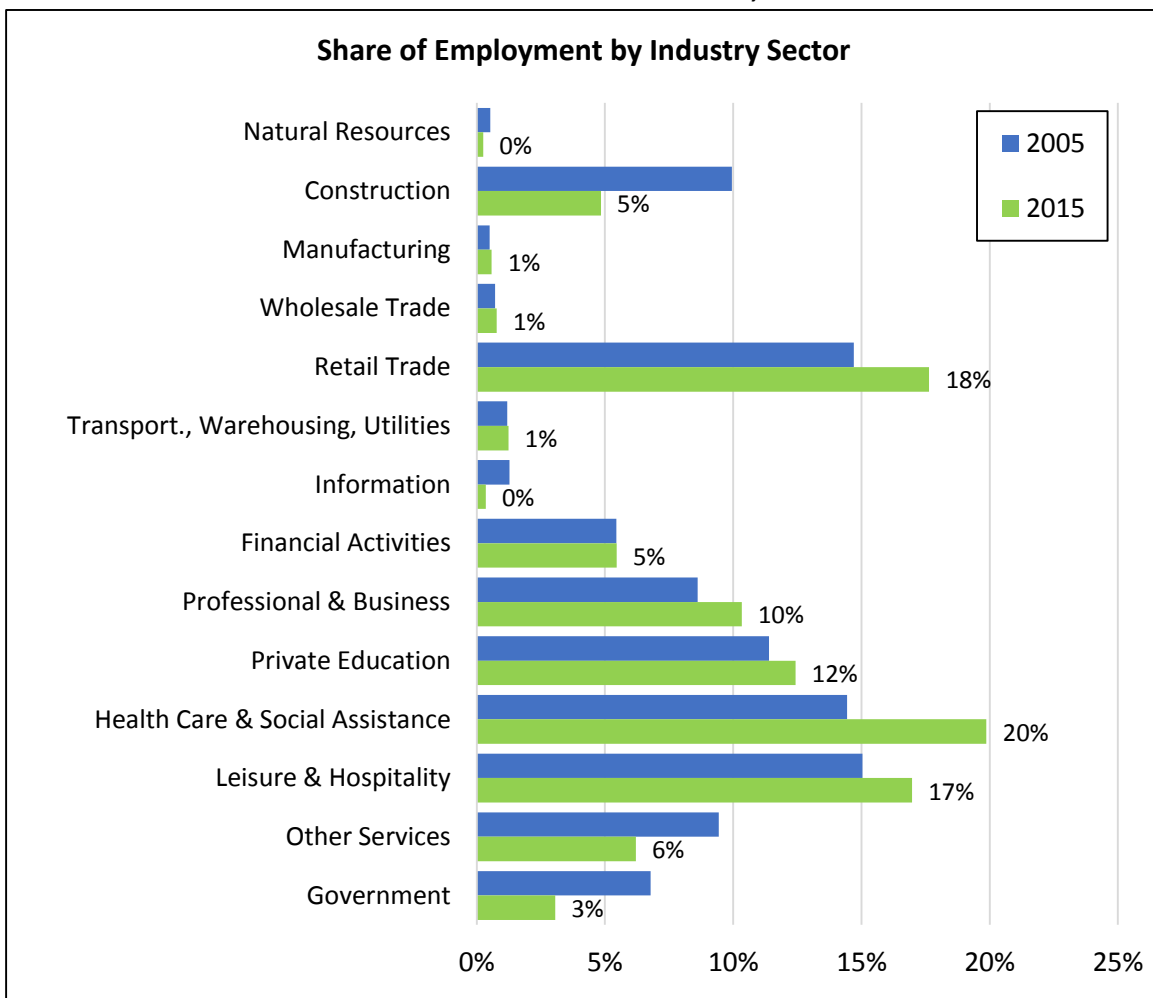
### **Unemployment Rate**

The Salem/Keizer metro area currently has an unemployment rate of 4.0%, very similar to the statewide and nationwide rates. Unemployment has been falling steadily since the last recession brought on by the housing bust and financial crisis. In 2009, the unemployment rate in the Salem metro and Oregon peaked at nearly 12%, roughly 2 percentage points higher than the national rate. Local unemployment has been below 5% since 2016, and has fallen below 4% at times in the last two years.

### **Employment by Industry**

The industry sectors with the greatest share of employment in Keizer are Health Care, Retail, and Leisure and Hospitality which includes food service, visitor and tourist spending. Over the last decade, these sectors have also grown the most as a share of overall employment. Professional and Business Services and Private Education services have also grown somewhat in share. The Construction and Government sectors have fallen as a share of employment over the last decade.

**FIGURE 9: EMPLOYMENT BY INDUSTRY SECTOR, CITY OF KEIZER**



Source: Oregon Employment Department, BLS, Johnson Economics



## II. KEIZER POPULATION AND HOUSING NEED 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. The following table presents a comparison of 2018 estimates (presented above) with the 2033 forecasts from the HNA:

**FIGURE 10: PROJECTED POPULATION AND HOUSEHOLD GROWTH (2018-2033)**

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

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

The projected annual growth rate of 1.6% exceeds the most recent population growth rate forecasted by the Portland State University Population Research Center forecast program. PSU forecasts a growth rate in the combined Salem/Keizer UGB of 1.1% between 2017 and 2035. Because PSU does not disaggregate the growth rates between Keizer and Salem it is problematic to apply this forecast to Keizer alone. This is because between smaller and larger cities or populations, it is common for the smaller community to feature a higher growth rate, because each marginal increase in population has a larger impact (i.e. one household added to Keizer is a larger percentage of the total population, than the same household added to the larger Salem.) For this reason, it should be expected that Keizer's growth rate be higher than Salem's growth rate, with 1.1% being the average.

### 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.
- 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.

**FIGURE 11: PROJECTED FUTURE NEED FOR NEW HOUSING UNITS (2013-2033), 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%
<b>Totals:</b>	2,145	49	24	24	86	117	0	<b>2,445</b>	<b>% All Units:</b>	<b>54.2%</b>
<b>Percentage:</b>	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%
<b>Totals:</b>	124	206	14	327	1,352	45	0	<b>2,068</b>	<b>% All Units:</b>	<b>45.8%</b>
<b>Percentage:</b>	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				
<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%	

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



### III. KEIZER COMMERCIAL AND EMPLOYMENT NEED PROJECTIONS

#### Commercial Demand

Keizer also completed a Goal 9 Economic Opportunities Analysis (EOA) in 2013, which serves as the official source of projections for projected job growth and demand for commercial space.

The EOA projects an annual employment growth rate of 1.8% between 2013 and 2033, with the fastest growth rates forecasted in sectors such as Health Care, Professional and Business Services, and Construction. In terms of overall job numbers, the greatest gains are projected in Health Care and Leisure & Hospitality which includes food service and visitor-related spending. In total, just under 3,000 new jobs were forecasted over this period.

**FIGURE 12: PROJECTED FUTURE EMPLOYMENT GROWTH (2013-2033)**

#### CITY OF KEIZER

BASELINE FORECAST NAICS	2013	Forecast Estimates				'13-'33 Growth	
	Base Year	2018	2023	2028	2033	Jobs	AAGR
Natural Resources	36	38	41	43	45	9	1.14%
Construction	385	423	465	511	561	176	1.91%
Manufacturing	27	29	31	33	36	9	1.40%
Wholesale Trade	32	35	38	41	44	12	1.63%
Retail Trade	1,288	1,372	1,461	1,557	1,658	370	1.27%
T.W.U.	7	8	9	9	10	3	1.76%
Information	41	41	42	42	42	1	0.10%
Financial Activities	930	986	1,046	1,110	1,177	247	1.18%
Professional & Business	483	552	630	719	820	337	2.68%
Private Education	39	42	44	47	50	11	1.23%
Health Care & Social Assistance	1,264	1,458	1,681	1,939	2,236	973	2.90%
Leisure & Hospitality	1,151	1,260	1,380	1,511	1,654	503	1.83%
Other Services	646	696	749	806	868	222	1.48%
Government	804	832	861	891	921	117	0.68%
<b>Total</b>	<b>7,134</b>	<b>7,771</b>	<b>8,476</b>	<b>9,258</b>	<b>10,124</b>	<b>2,990</b>	<b>1.77%</b>

Source: City of Keizer Economic Opportunities Analysis (2013), Oregon Employment Department, Johnson Economics

#### 20-Year Office Space Need

The EOA projects a need for a cumulative 400,000 s.f. of office space over 20 years. This amounts to a need for over 26 acres of office employment land. This demand will be accommodated in a combination of existing and new office space throughout the community, but demonstrates a strong well of demand for new commercial space over time as employment continues to grow.

The most demand for office space is forecasted in the Health Care, Financial Activities, and Professional Business services sectors.



FIGURE 13: PROJECTED OFFICE SPACE DEMAND (2013-2033)

Baseline Scenario	Cumulative Office Space Need				Typical	Land Need
Employment Sector	2018	2023	2028	2033	F.A.R.	2033
Construction	-1,876	-1,554	-1,200	-811	0.35	-0.1
Manufacturing	-265	-224	-181	-135	0.35	0.0
Wholesale Trade	-499	-443	-381	-315	0.35	0.0
Retail Trade	4,889	6,612	8,446	10,400	0.35	0.7
T.W.U.	-5,060	-4,977	-4,886	-4,787	0.35	-0.3
Information	1,327	1,399	1,471	1,543	0.35	0.1
Financial Activities	84,951	105,674	127,654	150,967	0.35	9.9
Professional & Business	-24,356	2,682	33,546	68,776	0.35	4.5
Private Education	-1,219	-816	-388	66	0.35	0.0
Health Care & Social Assistance	46,866	76,987	111,729	151,801	0.35	10.0
Leisure & Hospitality	5,209	7,508	10,026	12,782	0.35	0.8
Other Services	-16,647	-11,119	-5,168	1,237	0.35	0.1
Government	-1,583	1,733	5,164	8,713	0.35	0.6
<b>Total</b>	<b>91,739</b>	<b>183,463</b>	<b>285,831</b>	<b>400,240</b>		<b>26.3</b>

Source: City of Keizer Economic Opportunities Analysis (2013), Oregon Employment Department, Johnson Economics

### 20-Year Retail Space Need

The EOA projects a need for a cumulative 450,000 s.f. of retail space over 20 years. This demand will be accommodated in a combination of existing and new office space throughout the community, but demonstrates a strong well of demand for additional commercial space over time as employment and local spending continues to grow. The greatest increases in spending are in the General Merchandise Stores (i.e. department stores), Motor Vehicles, and Food and Beverage (i.e. grocery stores).

FIGURE 14: PROJECTED RETAIL SPACE DEMAND (2013-2033)

Baseline Growth Scenario	Sales Support	Spending Supported Retail Demand <sup>2</sup>					
Category	Factor <sup>1</sup>	2013	2018	2023	2028	2033	'13-'33 Δ
Motor Vehicle and Parts Dealers	\$387	260,568	279,079	298,904	320,138	342,881	<b>82,313</b>
Furniture and Home Furnishings Stores	\$209	51,986	55,679	59,635	63,871	68,409	<b>16,422</b>
Electronics and Appliance Stores	\$302	41,515	44,465	47,623	51,006	54,630	<b>13,115</b>
Building Materials and Garden Equipment	\$389	129,079	138,249	148,070	158,589	169,855	<b>40,776</b>
Food and Beverage Stores	\$430	191,543	205,151	219,725	235,334	252,052	<b>60,509</b>
Health and Personal Care Stores	\$279	112,579	120,577	129,143	138,317	148,143	<b>35,564</b>
Clothing and Clothing Accessories Stores	\$156	165,310	177,053	189,631	203,102	217,531	<b>52,221</b>
Sporting Goods, Hobby, Media Stores	\$199	58,720	62,892	67,359	72,145	77,270	<b>18,550</b>
General Merchandise Stores	\$164	470,044	503,436	539,200	577,505	618,531	<b>148,487</b>
Miscellaneous Store Retailers	\$127	117,621	125,976	134,926	144,511	154,777	<b>37,156</b>
Foodservices and Drinking Places	\$267	92,077	98,618	105,624	113,128	121,164	<b>29,087</b>
<b>Totals/Weighted Averages</b>		<b>1,430,474</b>	<b>1,532,095</b>	<b>1,640,935</b>	<b>1,757,508</b>	<b>1,882,361</b>	<b>451,887</b>

<sup>1</sup> Based on national averages derived from "Dollars & Cents of Shopping Centers," Urban Land Institute.

<sup>2</sup> Assumes a Market Clearing Vacancy Rate of 10%

Source: City of Keizer Economic Opportunities Analysis (2013), Nielsen Claritas, Johnson Economics





#### IV. RETAIL GAP ANALYSIS

The table below represents the estimated retail gap and surplus in Keizer. The “gap” is the difference between what local Keizer households spend in various retail categories, vs. the amount of spending that takes place in local retail establishments in those categories.

- If there is more local spending than can be accounted for by local households, those are categories that draw excess spending from outside the area. These categories may feature a locational advantage that draws customers from a wider area, however there may not be much remaining additional spending from local households that those types of stores can hope to attract.
- If the spending by local households (demand) exceeds the amount of spending in local stores in those categories, this indicates that the spending of local households is “leaking” out of the area. In other words, local households are traveling outside of the local market area to spend in those categories. These retail categories are those in which a new retail entrant to the local market might expect to be able to capture some of that leaking spending.

Negative numbers (in red) show where retail sales exceed the local demand. Similarly, the positive numbers (in black) show where sales fall short of local demand.

**FIGURE: ESTIMATED RETAIL SPENDING GAP, KEIZER  
(LOCAL HOUSEHOLD SPENDING VS. SPENDING IN LOCAL STORES)**

NAICS	RETAIL STORE CATEGORIES	2018 Demand (HH Spending)*	2018 Supply (Retail Sales)	Opportunity Need / (Gap)	Need as % of HH Spend.
441	Motor Vehicle & Parts Dealers	\$120,414,077	\$49,587,407	\$70,826,670	59%
442	Furniture & Home Furnishings	\$12,701,949	\$11,839,969	\$861,980	7%
443	Electronics and Appliances Stores	\$11,602,253	\$8,161,324	\$3,440,929	30%
444	Building Material, Garden Stores	\$43,667,174	\$22,314,500	\$21,352,674	49%
445	Food and Beverage Stores	\$86,664,916	\$32,031,378	\$54,633,538	63%
446	Health & Personal Care Stores	\$37,330,859	\$17,171,224	\$20,159,635	54%
447	Gasoline Stations	\$54,560,573	\$22,198,699	\$32,361,874	59%
448	Clothing & Accessories Stores	\$29,841,645	\$39,477,422	(\$9,635,777)	-32%
451	Sporting Goods, Hobby, Book, Music	\$10,307,881	\$11,673,235	(\$1,365,354)	-13%
452	General Merchandise Stores	\$81,100,461	\$78,143,013	\$2,957,448	4%
453	Miscellaneous Retailers	\$13,355,076	\$9,630,066	\$3,725,010	28%
454	Non-Store Retailers	\$70,440,070	\$3,300,255	\$67,139,815	95%
722	Food Service & Drinking Places	\$86,687,853	\$61,533,566	\$25,154,287	29%
<b>Totals:</b>		<b>\$658,674,787</b>	<b>\$367,062,058</b>	<b>\$291,612,729</b>	<b>44%</b>

\* Annual spending by local households

Source: Environics Johnson Economics

These results demonstrate that there is clearly a large amount of spending by local households that is taking place outside of the Keizer market area. This is true across almost every retail category. Only in the clothing and sporting goods categories does sales by local retailers exceed the spending by local households. In total, local retailers can only account for an average of 44% of spending by local



households. This is true even with the continued growth and broader regional draw of the Keizer Station shopping center. This indicates that Keizer in some ways remains a “bedroom community” where people come to live their residential lives, while still finding employment and conducting much business outside of the community.

Where household spending exceeds local retailer sales, there is opportunity for local retailers and new businesses to capture some of this spending. While opportunities exist across most categories, the categories with the greatest opportunity are motor vehicles, food and beverage stores (grocery and discount clubs), gas stations, and restaurants. (“Non-store retailers” refers mostly to on-line shopping which transcends local real estate markets.)

### **River Road Opportunities**

This analysis indicates support for new retail businesses, including restaurants and grocery stores. There is the opportunity to capture additional spending by local households that is currently being done outside of Keizer. Given the physical variability of retail properties along River Road, a broad range of retail categories can find appropriate real estate along the corridor. Only those requiring a true “big box” format with sufficient parking lots will likely be too large to find space within the corridor.

Discussion with real estate professionals and the Technical Advisory Group has identified a perceived lack of local choices, or insufficient quality among the choices that exist. The restaurant, café, entertainment, and grocery categories were cited as needing additional choices. In addition, there are always opportunities in other “boutique” or neighborhood-serving small businesses to provide a new or different experience, different selection or higher quality to attract customers.

What these have in common is a need to keep local consumers in the neighborhood, rather than having to seek options elsewhere. This plan process can help encourage a pleasant environment for customers along the River Road corridor with measures such as improved multi-modal transportation options, street design and décor, and attractive quasi-public/private space (i.e. outdoor seating at dining establishments).



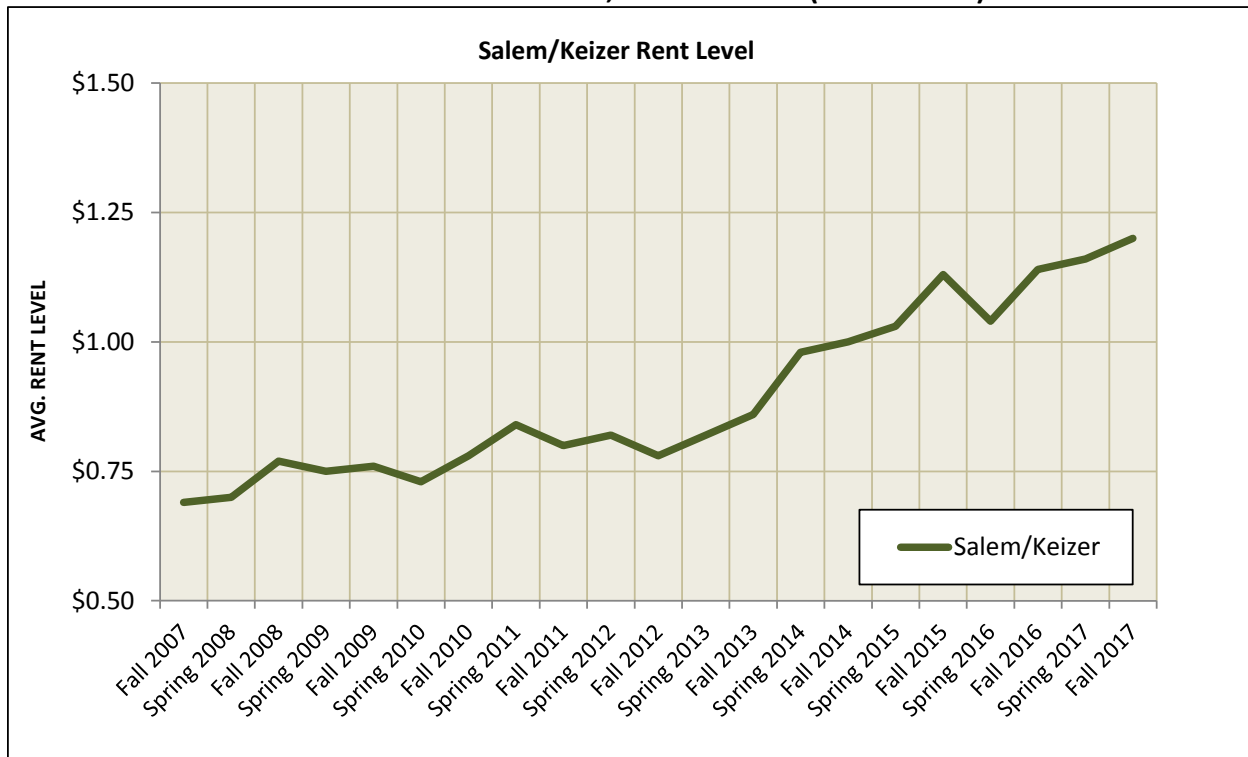
## V. REAL ESTATE MARKET TRENDS & PRICING

This section summarizes current rent levels and trends that form the assumptions underlying the redevelopment analysis discussed in following sections.

### Rental Housing Market Trends

Average residential rents in the Salem/Keizer area have been growing strongly over the last decade, stagnating somewhat during the recession and following period, but rising sharply since 2012. Average rents are estimated at \$1.20/sq.ft. as of the fall of 2017, rising 5% over the prior year. The average rent has grown over 50% in five years, averaging 9% annual growth in that time.

**FIGURE 15: RENTAL HOUSING, AVERAGE RENTS (2007 – 2017)**



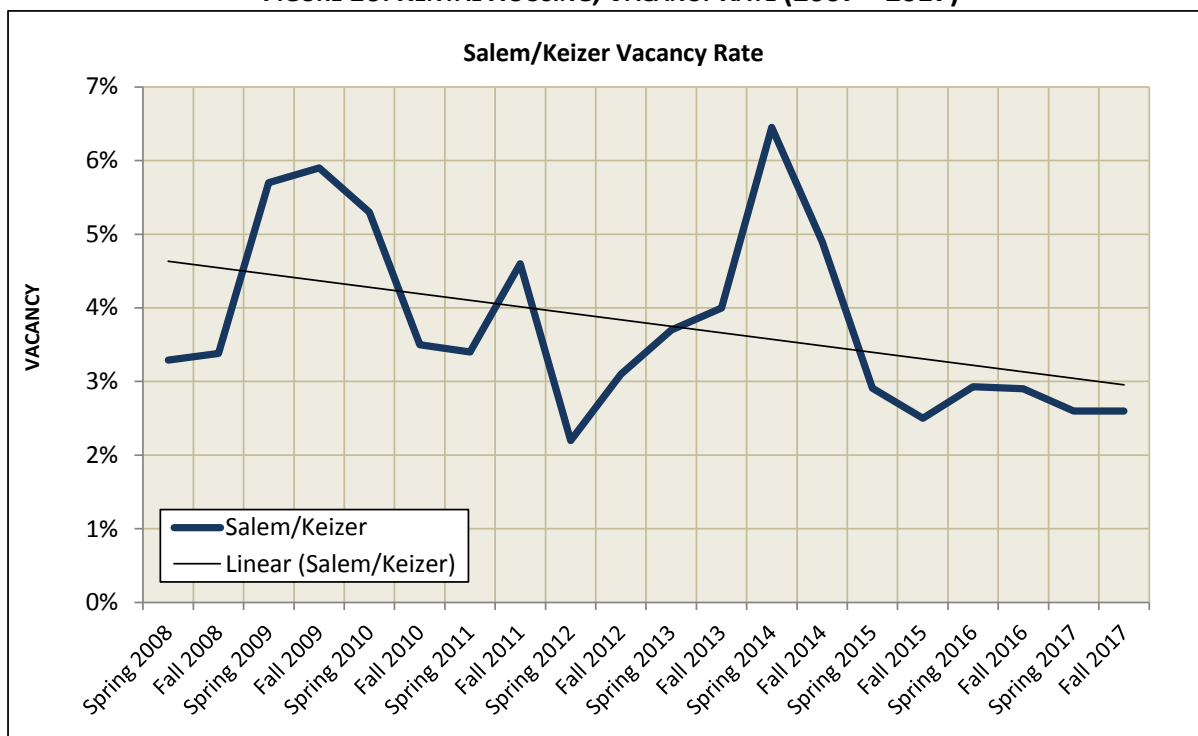
Source: Multifamily NW, Johnson Economics

Average vacancy rates in the local market has been erratic, but generally very low. At 5% vacancy is generally considered to be fully-leased, meaning that some vacancy is expected due to normal turnover, and to allow some selection of units on the rental market. The Salem metro market has averaged well below 5% vacancy over the last decade and is now estimated to have a vacancy rate of less than 3%. This represents a very tight rental market, which provides landlords with pricing power to raise rents. (See following figure)

Since 2000, there have been an estimated 2,100 units permitted in Keizer. Of these, a little more than a third, or 770 units were attached housing units. Many of these units are found in Hawks Ridge (2008) and Keizer Station (2016) apartment developments.

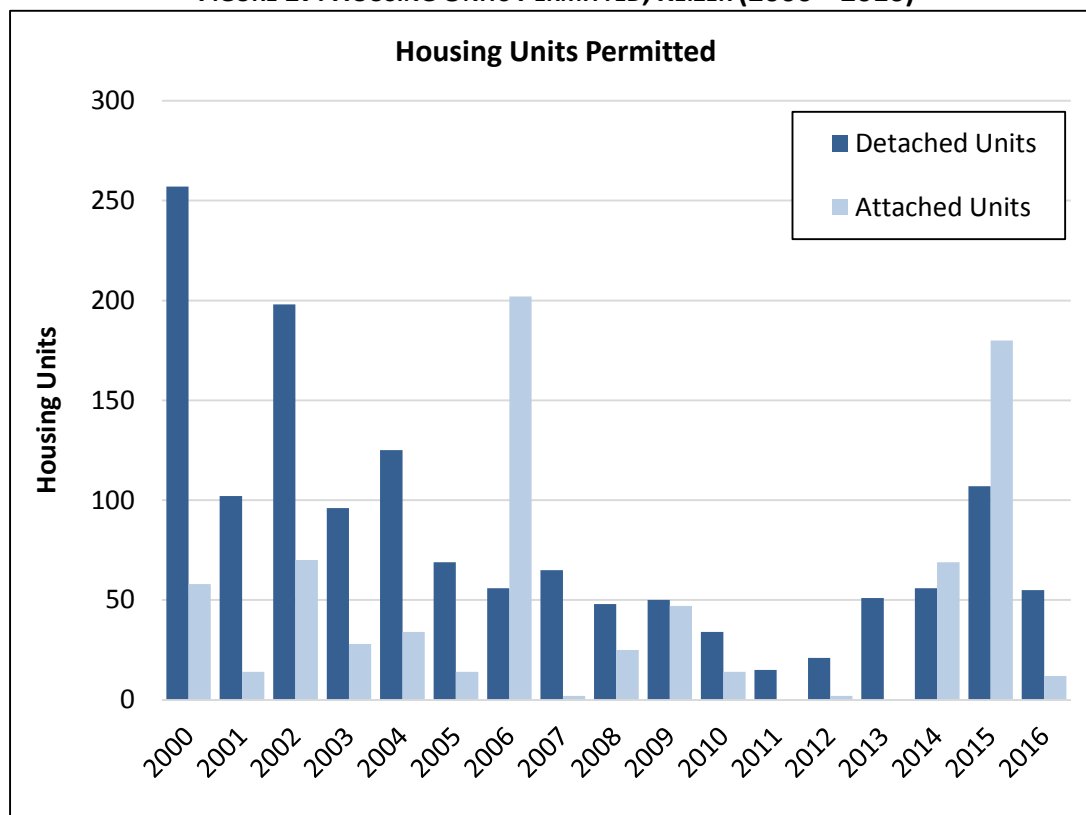


**FIGURE 16: RENTAL HOUSING, VACANCY RATE (2007 – 2017)**



Source: Multifamily NW, Johnson Economics

**FIGURE 17: HOUSING UNITS PERMITTED, KEIZER (2000 – 2016)**



Source: Multifamily NW, Johnson Economics



### Ownership Housing Market Trends

The following table presents average home sales statistics for 2017. The city averaged 216 sales, or 18 per month. Most homes are three or four bedroom homes, and small number are condominium units.

The median sale price of \$273,000 is roughly 26% higher than a decade prior. North Keizer accounted for the most sales and higher average prices. South Keizer had 11% of total sales, and a median sale price that was 20% lower.

**FIGURE 18: HOME SALES, KEIZER (2017)**

	2 Bedroom	3 Bedroom	4+ Bedroom	Condo	TOTAL
<b># of Sales:</b>	11	141	60	4	216
<b>Share of Sales:</b>	5%	65%	28%	2%	100%
<b>Median Price:</b>	\$178,455	\$253,113	\$340,500	\$256,725	\$273,652
<b>Avg. Price:</b>	\$169,636	\$266,830	\$334,700	\$252,225	\$280,463

Source: RMLS, Johnson Economics

An estimated 1,400 detached homes have been permitted since 2000, or roughly 85 per year. However, the current rate of homebuilding remains lower than that seen prior to the recession.

The RMLS listing services currently identifies 17 active listings in the Keizer area, which represents roughly one month of for-sale inventory. Realtors would consider this a very tight inventory entering the prime sales season. An inventory of six months is considered more well-balanced.

### Office Market Trends

The Keizer market has experienced modest office development in the last decade, while average rent levels have remained fairly stable. While showing a lot of seasonality, full-service commercial rents been trending upwards since the recession to over \$19/s.f./year.

**FIGURE 19: AVERAGE OFFICE RENTS, KEIZER**



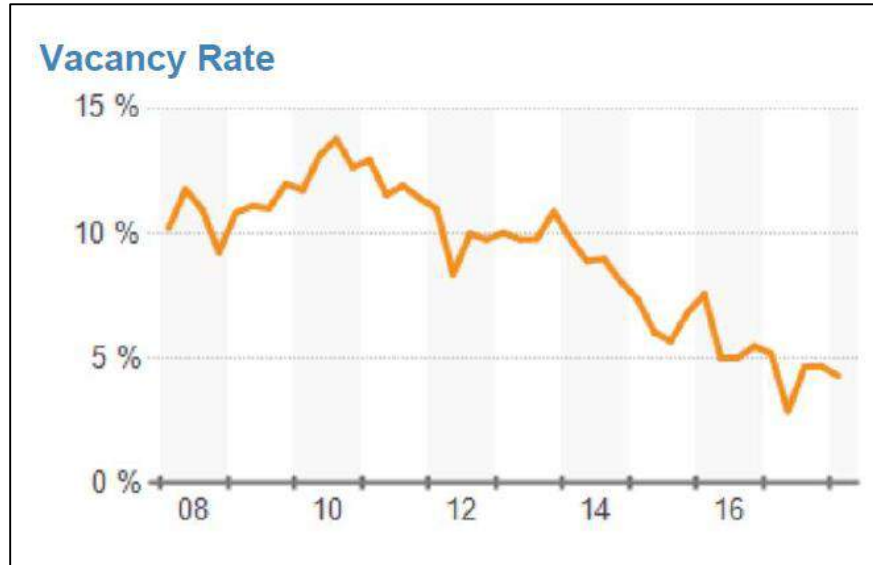
Source: CoStar





Average office space vacancy climbed during the recession to nearly 14%, and took some time to recover, but has fallen in recent years well below 10%. Generally, commercial properties plan for a higher vacancy rate of up to 10%, so current levels are not considered elevated.

**FIGURE 20: AVERAGE OFFICE VACANCY, KEIZER**



Source: CoStar

### **Retail Market Trends**

The Keizer retail market has experienced steadily rising rent levels since bottoming in 2012. However, at \$14/s.f./year NNN, they remain fairly modest.

**FIGURE 21: AVERAGE OFFICE RENTS, KEIZER**

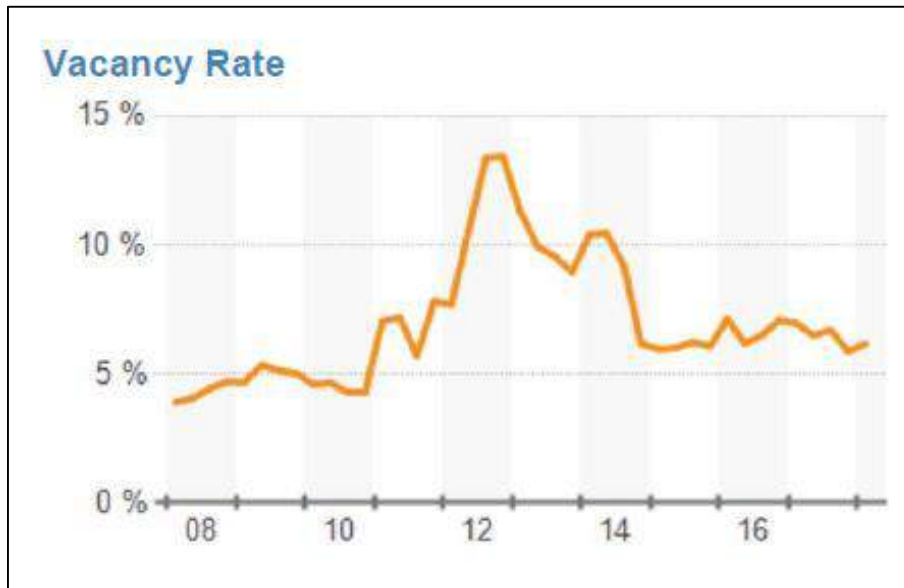


Source: CoStar

Average retail space vacancy also climbed during the recession, and took some time to recover, but has since fallen to well below 10%. At 6%, average vacancy is healthy despite the presence of some prominent vacancies in the River Road market.



FIGURE 22: AVERAGE OFFICE VACANCY, KEIZER



Source: CoStar

### **Real Estate Market Trends Conclusions**

In general, the Keizer market has been characterized by a modest rate of new real estate development along the River Road corridor. Growth for key metrics including households, household spending, and employment have all been healthy since the recession and have now experienced years of a positive uptrend.

The underlying demand for all major categories of real estate uses is strong, and is currently met with relatively low supply and low vacancy. This creates a good atmosphere for new development, however modest pricing levels are likely to remain a challenge for new retail and rental housing development. Achievable office rents and home prices are more supportive of new development.

The following section discusses types of development likely under current market conditions.



## VI. FEASIBLE DEVELOPMENT FORMS

This section discusses the development forms that are currently the most feasible for new market-driven development in the Study Area. *The development forms discussed here do not reflect the impact of public policies, funding tools, and design initiatives which might result from this planning process, and might influence the density and design of what is ultimately developed at the site.*

### Low-Rise vs. Mid-Rise Development

The density of development forms is driven by achievable pricing/rent levels at the site in question. In a metro area, the highest rents and land values are typically found in the center of the largest city. Not coincidentally, this is where the most density occurs in the built environment. The central city is where high-rises, full-site coverage buildings, and parking garages are found. In short, the higher rent levels achievable in the city center justify the cost of more intense use of the land.

As one moves away from the central city, towards the suburban environment, achievable rents and land values tend to decrease steadily. In most suburban environments, achievable rent levels will support low-rise construction. (“Suburban” in this context means anything outside of Downtown Salem.)

Low-rise development is typically limited to two-to-four stories, and utilizes wood frame construction. The shift from four to five stories often includes switching to concrete and steel frame construction, which adds substantial cost. Unless achievable rents also rise, a building that is feasible with low-rise construction can become infeasible by adding a single story.

Major factors which increase the cost for denser development can include materials (i.e. steel), structured parking, specialized labor and equipment, building elements such as elevators and firewalls, and costs of entitlement and the approval process. Because of this dynamic, most locations outside of a dense central city face difficulty in achieving a built form over three-to-four stories in height without subsidy.

The currently achievable rent levels in the Study Area will limit some of the development types that the market is likely to bring to the area. However, in an environment where most existing uses are single-story with ample surface parking, significant changes in density and design can be achieved while still relying on “low-rise” wood construction to control costs. Low-rise buildings, perhaps with reduced parking and other design considerations, can greatly increase the intensity of land use, without necessitating the higher construction costs of concrete and steel mid-rise buildings.

### Likely Residential Forms

Currently, the prevalent multi-family rental development type in Keizer is a two-to-three story walk-up garden apartment, served by surface parking. Such properties are wood construction, with apartment flats and occasionally two-story townhome units. Such properties generally feature an FAR of .75 or less, and commonly no more than 0.5 FAR. The achieved density may be anywhere from 14 to 30 dwelling units per acre.

The following table presents examples of two common suburban development forms.



**FIGURE 23: LOW-RISE RESIDENTIAL DEVELOPMENT FORMS**

<p>Garden Apartment or Condominiums with Surface Parking</p>	<p>Typically wood frame construction with surface parking, carports or stand-alone garages. Construction is usually two to three stories high, with a density approaching 30 units per acre. This is a predominant form outside the central city.</p>	
<p>Attached Duplex/ Townhomes</p>	<p>Also typically wood frame, these units often have parking under the unit from street or back alley. Projects can be fee simple or with condominium ownership of the ground. 15 to 22 units per acre.</p>	

Source: Johnson Economics LLC

Attached ownership condos become rarer as one moves away from the central city. Typically, if condos are found in a smaller market it is in a specialized environment such as on a golf course, or in a retirement village. During the heated real estate market of a decade ago, condo development began to spread from its traditional location in the central city, driven by high demand and pricing. This market has softened considerably.

JOHNSON ECONOMICS believes it is unlikely that the market will deliver condos to suburban communities in any great number for the foreseeable future. This is because houses in these areas remain relatively affordable in comparison to the pricing level of a new-construction condo unit. As the Study Area develops with attractive amenities over time, condominium development may become more likely.

Ownership townhomes are a more viable development form in outer locations than condo flats. As recent trends show, attached single-family units (i.e. attached townhomes on separate tax lots) are an increasingly common form of ownership housing in Oregon markets. Townhomes can achieve a density of 16 to 22 units per net acre. Denser housing forms are more likely to be built as rental apartments than condo units in this submarket.

### **Likely Commercial Forms**

Low-rise commercial buildings are the most likely development type. Standalone retail is almost always single-story outside of an enclosed mall environment. Typical FAR for suburban retail is 0.2 to 0.3 to allow for ample parking. Standalone office development in the area will likely be one to two stories, served by surface parking.



It should also be noted that available parking is important to retail success. Parking needs to be convenient, but can be formatted in different ways – for instance, public parking lot or shared parking for a district. Storefront businesses with ample on-street parking or perhaps a lot within convenient walking distance may not require surface parking of their own.

For the time being, the most feasible forms of commercial development in the Study Area will remain auto-oriented strip development similar to today's pattern. New multi-tenant shopping centers will seek one medium to large business to anchor the project. Smaller shopping centers without a strong anchor are less likely to be built speculatively. The corridor will remain attractive to convenience businesses such as gas stations and fast food restaurants.

Planning efforts such as this one have the potential to alter development patterns in the future and encourage different business types and more walkable environment.

### **Mixed Uses**

There is potential to achieve a limited amount of vertical mixed-use in a well-planned suburban environment. This usually entails two stories of residential or office space above a retail ground floor. While generally served by surface parking, the parking ratio may be lower, with lots located to the side or rear of buildings. Trying to focus mixed use development in a limited geography (i.e. a town center) can help build a self-reinforcing sense of place, and allows the greater density of uses to support each other. Spread across the Study Area in a disjointed way, isolated mixed use development is less likely to be successful.

Achieving mixed-uses in the Study Area may be challenging from a feasibility standpoint. The greatest barrier is often higher development costs than low-rise single-use buildings, which requires higher achievable rents to justify. Some additional costs associated with mixed uses include the logistics of separating the uses, and increased design, construction and entitlement costs associated with developing a more complex and unfamiliar building type.

The following is an example of low-rise suburban mixed-use development.

**FIGURE 24: LOW-RISE MIXED USE DEVELOPMENT FORMS**







*The development forms discussed here do not reflect the impact of public policies, funding tools, and design initiatives which might result from this planning process, and might influence the density and design of what is ultimately feasible in the Study Area.*

## VII. DEVELOPMENT CONSIDERATIONS

This section provides a general discussion of factors which impact the pace of development or redevelopment in a neighborhood. There is a perception that redevelopment, of commercial properties in particular has been slow in the Study Area.

### Drivers of Development

**Risk:** At the most basic level the pace of development will be driven by perceived demand for real estate in a market and the achievable pricing. If demand and pricing are known to be strong, the perceived risk is reduced for developers, property owners, lenders and investors.

Unproven areas will have higher perceived risk, as will development forms that have not yet been tried in that market. When perceived risk of development is elevated, developers and investors demand a higher level of return from the project to compensate for the increased risk. If there is not a higher rate of return, the developer will pursue safer, more proven markets.

There are many areas of risk in real estate development including the following:

- **Scale and Time** – *Most development projects beyond building a single home require a significant amount of capital to realize, often in the millions of dollars. Loans are most often required which represent a large and binding obligation for the developer. At the same time, commercial development projects may take multiple years to complete, requiring upfront investment in a project that is unprofitable until completion, and entails carrying costs during the process.*
- **Entitlement** – *Securing entitlements for development is often an uncertain and time consuming portion of the development process. Even when the proposed development represents an outright allowed use under the code, a project may be subject to issues such as design review requirements and neighborhood outreach which may impact entitled uses and/or add time to the process.*
- **Financing** – *Financial commitments can be fluid during the development process, with lenders and/or equity partners backing out of deals or renegotiating terms mid-development. These players can also limit flexibility. In addition, financing commitments are subject to appraisal, which always carries risk.*
- **Construction** – *There are many risk factors associated with construction. The cost of materials can fluctuate significantly, timing delays can impact contractor availability windows, unforeseen problems may emerge during site-work, etc.*







- **Market** – Actual achievable rent levels and/or sales prices may be significantly different than assumed at the time development was initiated. In addition, capitalization rates (a measure of value set by the market) can shift significantly, which has a pronounced impact on income properties.

**Cost of Construction:** Cost to develop is a key determinant on final development forms. As a general rule, the higher density development forms have a higher cost per square foot to construct. This is offset by a greater achievable density (units/acre), which has value when the achievable price is higher than the cost of construction excluding land.

However, when achievable pricing is below construction costs, there is no marginal value associated with the increase in density and development forms.

**FIGURE 25: DEVELOPMENT FORMS FROM LESS TO MORE DENSITY**

Development Form	Description	Example Photo
Duplex/Townhomes	Also typically wood frame, these units often have parking under the unit, from the front or an alley. Projects can be fee simple or with condominium ownership of the land and common area elements.	
Type V (wood-framed) Construction with Surface	Typically wood frame construction with surface parking, carports or stand-alone garages. Construction is usually two to three stories high, with a density approaching 30 units per acre. This is the predominant multi-family form in most suburban communities.	
Type V (wood-framed) Construction over Concrete Podium	Wood frame and/or steel stud construction over a single story concrete podium. This construction type is more common than mid-rise in communities where achievable pricing is somewhat lower. It is seen often on infill sites in larger metro areas, and is more common in suburban environments than mid-rise development.	
Mid-Rise	Steel and concrete construction, limited in height to 4-7 stories. In Oregon, these are mostly seen in inner Portland neighborhoods, in areas in which a high-rise solution is considered too large or costly in scale. This form is sometimes done by an institutional user such as a hospital or university in a market where it might not otherwise occur.	



**Highest and Best Use:** There are many considerations on whether a property or area is providing its “best use” in a general sense, including planning goals, social goals, equity, neighborhood fabric, etc. But for the purposes of this discussion, a developer considering redevelopment of a property will usually seek to determine the “highest and best use” in the economic sense.

This term has a particular meaning in real estate development, which is the use that provides the best economic return, which leads to the highest value for the underlying land. The value of the underlying land is referred to as the “residual land value”.

For instance, under an obsolete use, a parcel may have a value of X. However, for a new use with a higher achievable rent and perhaps increased density, the developer may be willing to pay 2X for the parcel (i.e. for the buildable land). Under the new, more productive use, the land itself is literally worth more than the existing property (land and building) is worth under its current use.

### **Challenges to Redevelopment**

Often a property or area may not be attracting redevelopment activity despite appearing to be a good candidate for new uses. What most often happens in these cases is that the existing property, while it may seem obsolete or in poor condition, still retains enough total value under its existing use (land and building) that it would cost too much to purchase as a building site for a new use.

While the new use would be able to achieve higher rents and be more economically productive, it is not *enough* of an improvement to overcome the remaining value in the existing use.

Another factor may be costs in addition to land purchase, which may mean site clean-up costs, liens, or entitlement issues. These costs should be, but are not always, reflected in the purchase price as a discount. The high cost and risk of preparing the site for redevelopment are why defunct gas station, dry cleaners and other potentially contaminated sites often sit vacant for very long periods.

For these reasons, areas which seem like good candidates for redevelopment can persist for some time if the underlying land has not become valuable enough to justify new uses.

**Redevelopment in the Study Area:** From this analysis, it appears that achievable pricing in the Study Area may be high enough to attract some redevelopment and infill development of residential uses, both ownership and rental. This will differ from site to site based on the age and condition of the existing use, the size of the parcel and how many new units it can accommodate. As discussed in the previous section, the most likely residential forms are likely to remain low-rise attached buildings of three stories or less.

Currently, redevelopment of commercial properties along the Highway may remain more of a challenge. This is because achievable commercial lease rates are still modest enough that they will not justify the cost of redevelopment of most sites. However, it is possible that office rent levels may justify redevelopment of low-value parcels into new office or office/retail mixed properties over time.

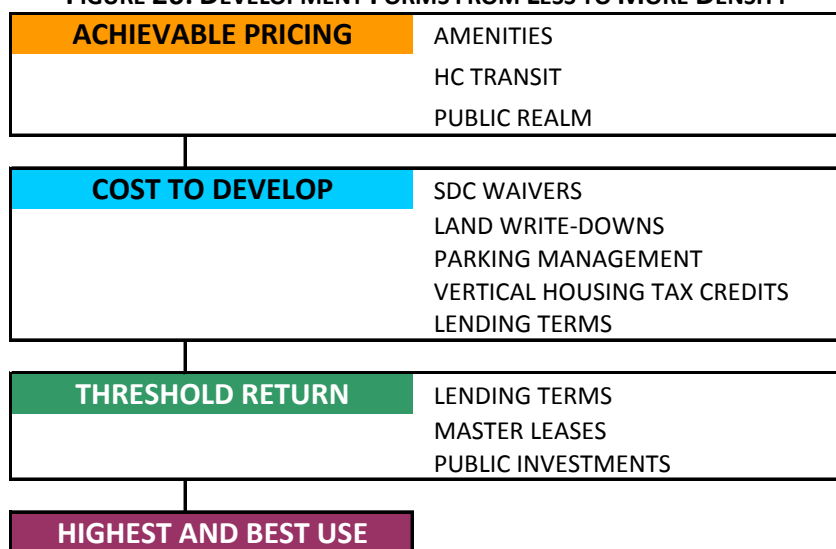
Commercial lease rates are typically higher at larger shopping centers with an anchor tenant, such as a grocery or department store. A new shopping center may be a potential user of new development. However, finding a parcel of sufficient size or assembling a collection of smaller parcels presents a challenge as this strip is largely built out.



### Categories of Public Intervention

There are areas in which public policy can impact the primary components of a highest and best use determination. The following categories reflect some policy-sensitive variables and/or market interventions that can impact the highest and best use determination. These levers can either raise achievable pricing, reduce the cost to develop, or improve the financial returns through lending terms of public partnership:

**FIGURE 26: DEVELOPMENT FORMS FROM LESS TO MORE DENSITY**



- Ensure Code Consistency with Public Goals:** Because development codes are complex and multi-faceted, it is often possible for some provisions in the code to be working at cross purposes with the community's vision for the development types it would like to see. Often developers themselves, or planning projects such as this, can identify individual provisions which may be complicating or even preventing some development types.
- Pre-Development Assistance:** This may include modest grants or loans to assist with pre-development soft costs such as project feasibility studies, design and engineering documents, site and environmental studies. This assistance can help smaller developers and property owners decide if development is feasible.
- Streamlined Permitting and Review Process:** Any efforts to reduce the time it takes for public review of projects reduces costs to the developer. Clear and objective standards help developers design permit-ready projects from the outset and avoid delays. Pre-application conferences with knowledgeable staff can also help expedite the process.
- SDC and Fee Waivers/Subsidy:** This is one of the most direct ways that local jurisdictions can reduce the costs of new development and the viability gap. System Development Charges (SDC's) and other permitting and process fees can add up to a significant expense to the developer.



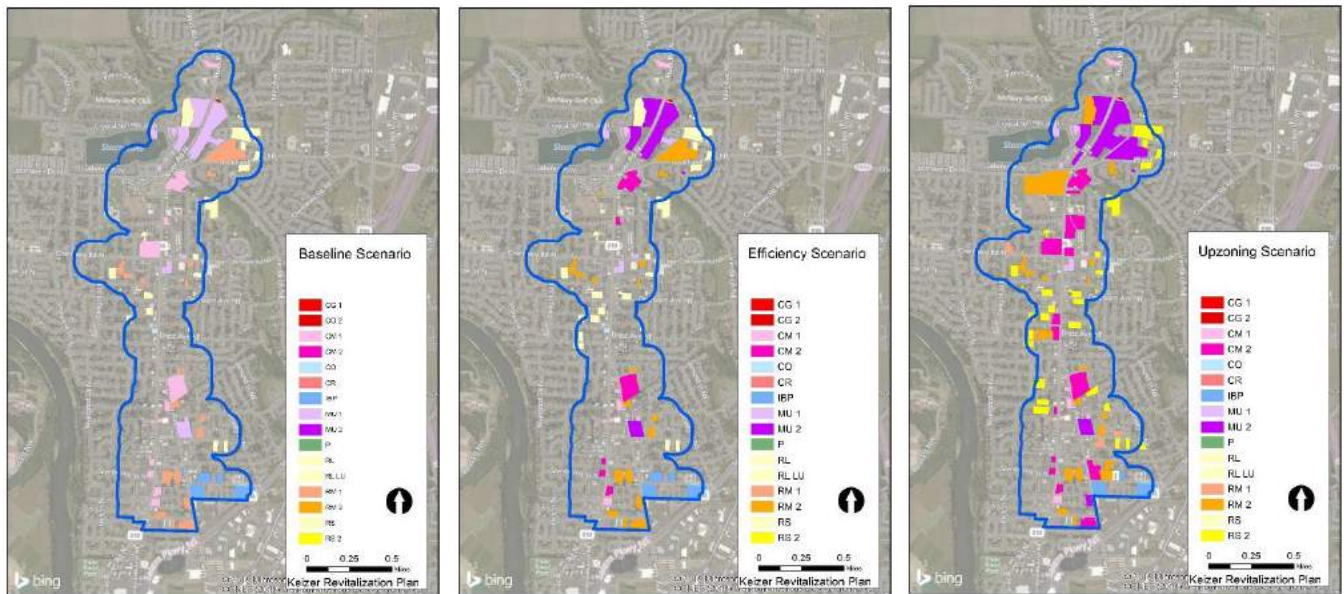
- **Land Acquisition and Control:** Land acquisition ensures that a public agency has control over the site and that it will be used to meet public goals. Control of the land allows the agency to dictate what will occur there, and is a valuable asset which can be used as an incentive for developers.
- **Equity Gap Financing:** Gap financing usually takes the form of grant or loan that is directly applied to help overcome the viability gap, most commonly for affordable housing. Demonstration of local funding commitment can also help non-profits secure tax credits or other state funding. A source of funding must be identified to provide this financing, and amounts may need to be sizable in order to make a difference on large projects.
- **Tax Exemptions:** Tax exemptions provide an on-going reduction in operating costs in return for meeting specified public goals. Affordable housing projects can utilize tax savings to help defray the often increased cost of staffing at these properties. The trade-off is that in an Urban Renewal Area, the project will generate lower or no tax increment during the abatement period.

Future phases of this project will discuss in more detail the public programs and policies which will impact future development in the Study Area.





## Appendix 4. Gap Analysis and Implementation Strategies



## Keizer Revitalization Plan

### Draft Memorandum #4: Gap Analysis

Submitted to: City of Keizer  
August 15, 2018

Prepared By: Otak, Inc., Angelo Planning Group, Johnson  
Economics, and Kittelson & Associates  
Project No. 17428.A



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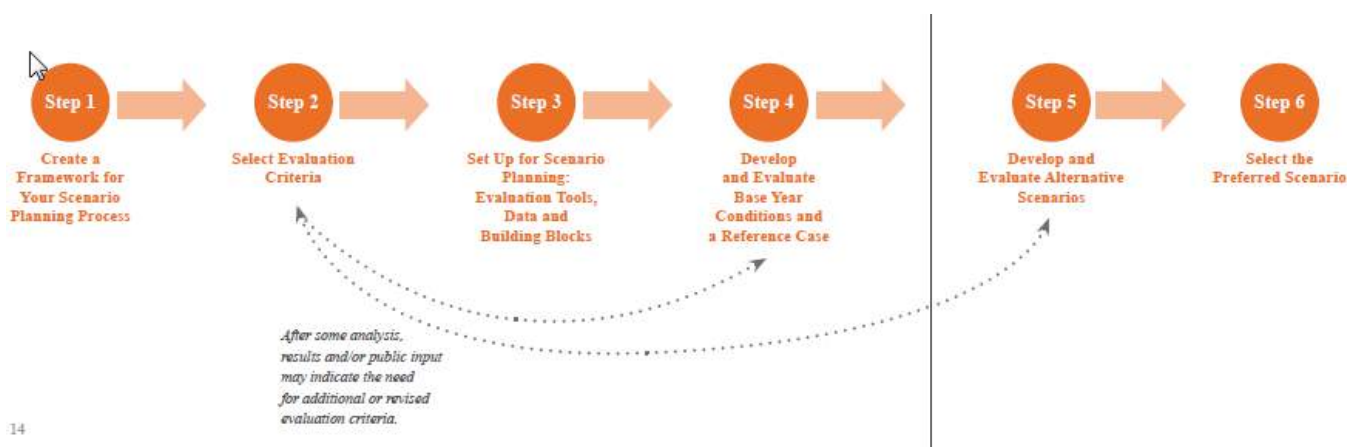
# Introduction and Overview

The Keizer Revitalization Plan is being built upon a framework of community history and values, coupled with technical analysis and stakeholder engagement. The Gap Analysis comprises the technical analysis portion of the project. Scenario planning provides the tools with which we are identifying gaps between potential future outcomes and the project Goals and Objectives identified in Phase 2, and identifying potential changes to policies, regulations, or investments that can bring the future closer into alignment with the project goals.

Scenario planning<sup>1</sup> allows evaluation of the likely outcomes of existing zoning and infrastructure capacities in order to explore possible benefits and costs of alternative futures. With scenario planning, Keizer can better understand the way regulations or market conditions affect development and how that development fares when examined through the lens of the goals and objectives. Examining multiple scenarios and working toward a preferred scenario can help stakeholders choose how to move forward by modifying existing plans or identifying strategies for investments and initiatives.

Scenario planning is not about predicting the future or providing a specific answer. Rather, it is a methodology for imagining futures not easily estimated using past trends or assumptions. The expectation is that through the process of conceiving, developing, and evaluating a series of future scenarios and the outcomes they produce, a preferred and feasible course of action can be identified.

This memo describes the scenarios that were developed, how these model futures compare to the Keizer community's priorities, and what types of actions the City can consider toward the realization of desirable outcomes.



This graphic from Oregon's Scenario Planning Guidelines provides a quick look at the scenario planning process

<sup>1</sup> Oregon Scenario Planning Guidelines <https://www.oregon.gov/ODOT/Planning/Documents/Oregon-Scenario-Planning-Guidelines.pdf>

# 1. Baseline Future

## 1.1 Scenario Planning

In the quest for developing a revitalization plan and identifying workable strategies, we begin with developing an understanding of how current public policy and market forces will shape Keizer's future. We employed Envision Tomorrow, a Geographic Information Systems (GIS)-based scenario modeling software package to develop a Baseline Future along with additional scenarios to learn how regulatory changes or investments might modify outcomes. Envision Tomorrow consists of two primary tools: Prototype Builder and Scenario Builder.

**Prototype Builder** was used to model example building prototypes, testing the physical and financial feasibility of development. The tool allowed us to examine land use regulations in relation to the current development market and consider the impact of parking, height requirements, construction costs, and monthly rents.

Twenty-one building prototypes were developed. They are examples of contemporary Oregon developments and were created with consideration of Keizer's zoning code and the market analysis of project Phase 2. There are countless buildings that could theoretically be constructed, but the intent is to provide a sampling of realistic building types, with a range of common prototype options. The following summary table describes the prototypes.

**Table 1 – Building Prototypes**

Building Name	Building Lot Coverage	Landscaping Lot Coverage	Parking Lot Coverage	Height (Stories)	Floor Area Ratio (FAR)
Apartment – 2 stories	38%	32%	30%	2	0.57
Apartment – 2 stories with tuck-under parking	38%	37%	25%	3	0.46
Apartment – 3 stories	31%	25%	44%	3	0.75
Apartment – 3 stories w/ code changes	47%	15%	39%	3	1.13
Apartment – 5 stories	26%	35%	39%	5	1.05
Apartment – 5 stories w/ code changes	71%	14%	15%	5	2.83
Mixed-Use Residential – 3 stories	34%	28%	38%	3	0.93
Mixed-Use Residential - 3 stories with code changes	71%	5%	24%	3	1.91
Mixed-Use Residential – 5 stories	43%	25%	32%	5	1.94
Mixed-Use Residential – 5 stories with code changes	71%	5%	24%	5	3.21
Townhomes	48%	42%	0%	2	0.91
Cottage Homes	36%	49%	15%	1	0.32

"Skinny Lot" Single Family - 2,500 sq ft	61%	35%	4%	2	1.01
Small Lot Single Family - 4,000 sq ft	53%	30%	17%	1	0.37
Conventional Lot Single Family - 6,000 sq ft	44%	44%	12%	1	0.40
Office – 2 stories	46%	25%	9%	2	0.83
Office – 3 stories	38%	25%	17%	3	1.08
Suburban Office – 1 story	40%	26%	34%	1	0.34
Light Industrial / Warehousing – 1 story	27%	30%	43%	1	0.22
Arterial Commercial – 1 story	33%	25%	42%	1	0.26
Hotel – 2 stories	25%	25%	50%	2	0.45

**Scenario Builder** includes a series of Development Types. These represent the different zoning categories found within greater River Road/Cherry Avenue corridors. The library of Building Prototypes was combined within the Development Types. The Single Family Residential (RS) zone, for example, allows for single-family homes within a narrow range of lot sizes. The RS Development Type assumes that 75% of the lots that are built upon would be roughly 6,000 square feet while the remaining 25% would be smaller lots closer to 4,000 sf. The building mix becomes more complex for mixed-use zones where property owners might develop anything from a one-story retail shop to a three-story mixed-use building. With buildings assigned to the Development Types we can see a number of factors, such as housing and job density, and even the level of complementary uses that might help minimize the need to drive. Table 2 describes the Development Types used for the scenarios. Note, some zoning districts are represented twice. For example, the RS type represents development that is common today based on the zoning code. RS 2 includes more housing options and limits some site restrictions that may allow for more development (i.e., it allows more development and different building types than would be allowed today). The Baseline Scenario uses the first Development Types while the second Types are used in alternate Scenarios 2 and 3.

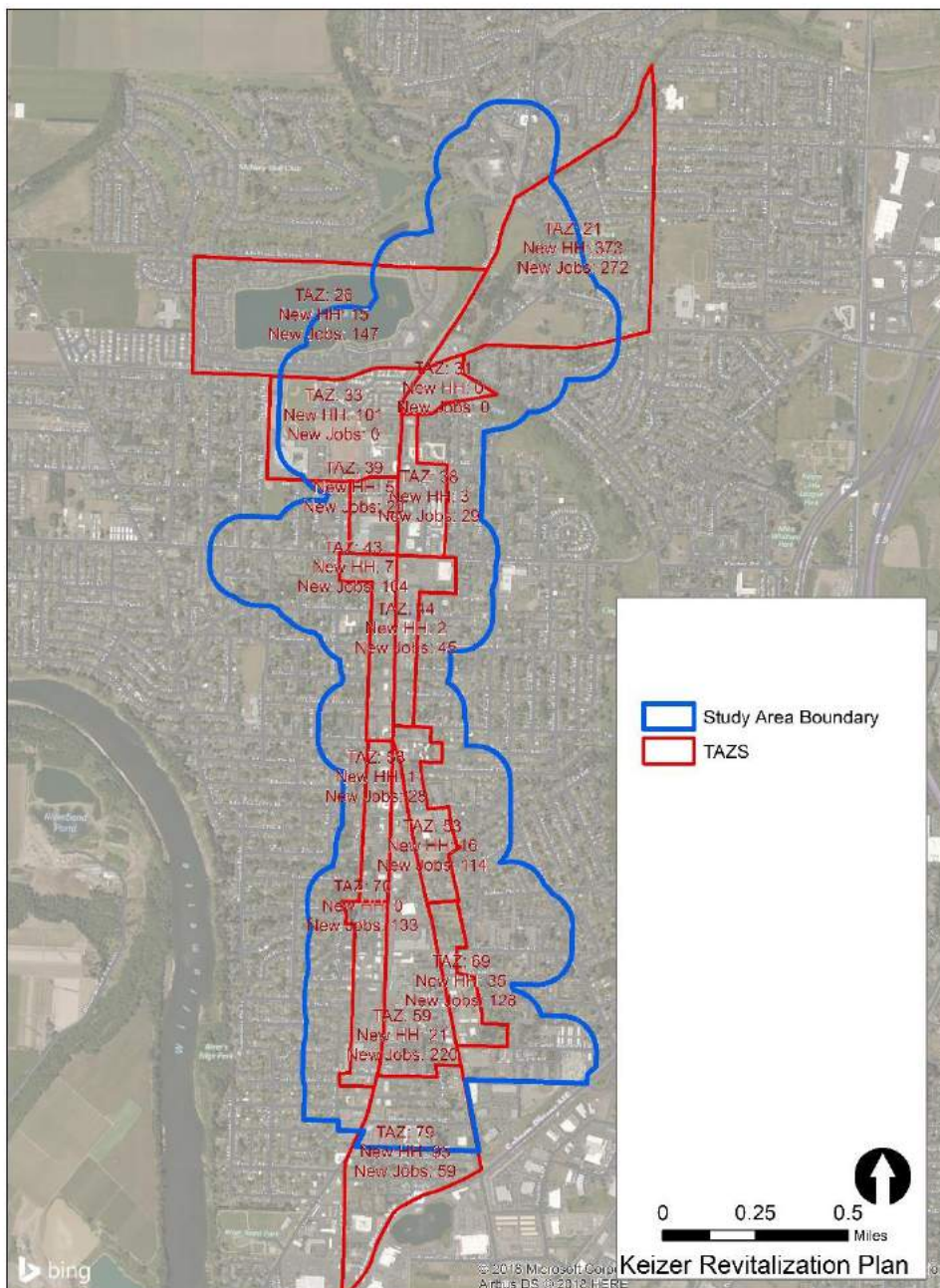
**Table 2 – Development Types**

Development Type Name			
	Housing Units / Gross Acre	Jobs / Gross Acre	Mixed Use Score
CG 1	-	20.4	0%
CG 2	2.0	29.7	0%
CM 1	3.0	18.9	52%
CM 2	14.1	30.4	63%
CO	-	34.5	0%
CR	-	17.0	0%
IBP	-	15.5	0%
MU 1	6.2	12.3	63%
MU 2	21.7	21.2	58%
P	-	-	0%
RL	5.6	-	0%
RL LU	6.5	-	0%
RM 1	13.0	-	0%
RM 2	26.5	4.0	24%
RS	6.5	-	0%
RS 2	12.7	-	0%

The process starts by creating a Baseline Future Scenario that estimates what the future might look like if current plans are carried out, and then evaluating outcomes based on the project's goals. It then includes alternate future scenarios to be evaluated in this memo.

The Baseline is a model of how Keizer can be expected to develop based on existing policies and current trends. Keizer's Transportation System Plan (TSP) predicted that roughly 700 new housing units and 1,300 jobs would locate within the project area between 2009 and 2035. This represents an increase in households of a little more than 25%. The job increase is somewhat higher at roughly 35%. The TSP's projection for housing and jobs growth is broken down geographically by Traffic Analysis Zones (TAZs), which indicate where growth is expected to occur. Figure 1 below shows the TAZs that correspond with the study area and the amount of housing and jobs growth expected for each.

**Figure 1 – Traffic Analysis Zones**

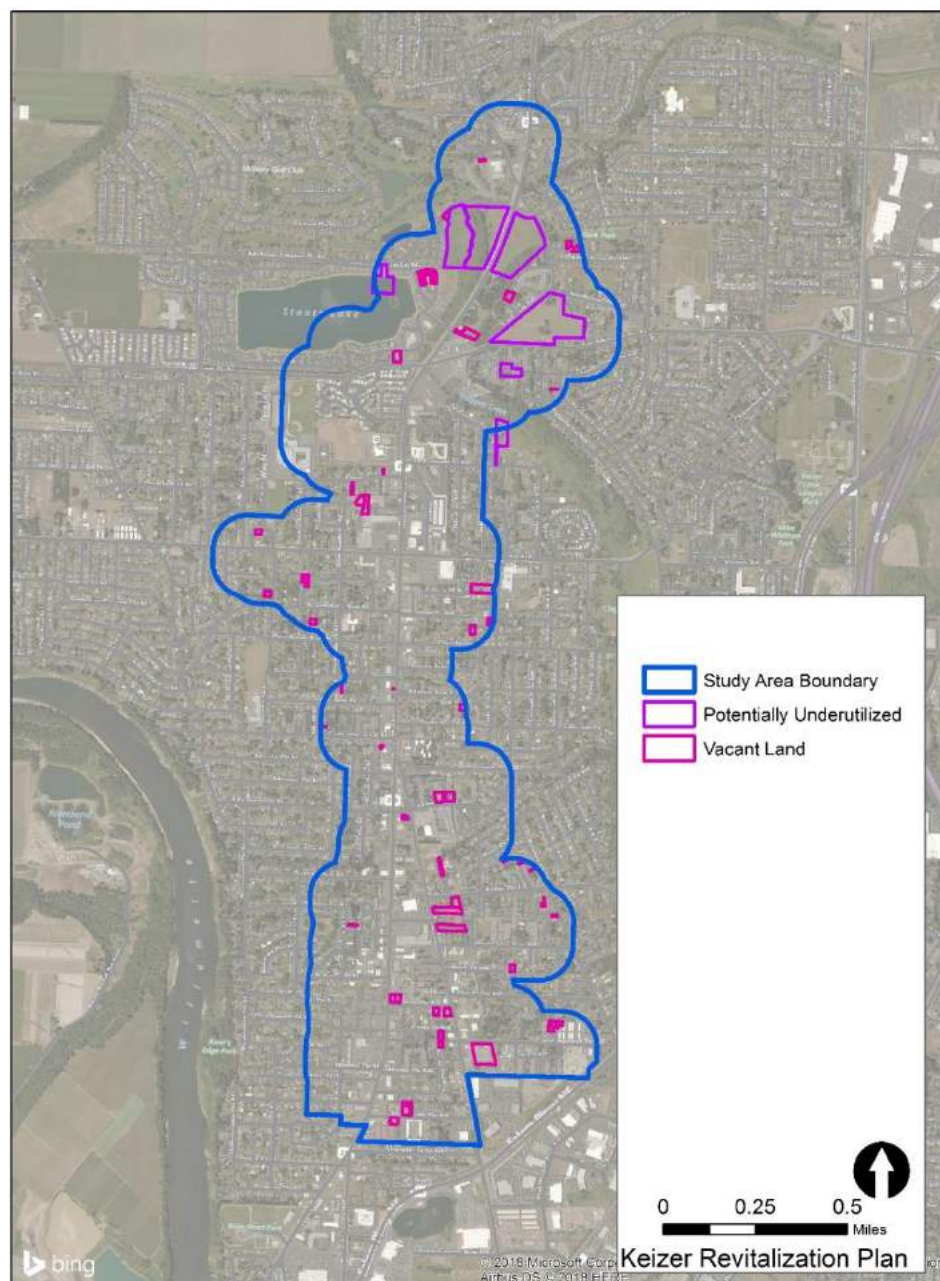




The Baseline Scenario works on the assumption that vacant and underutilized properties see development between now and 2035 that matches the TSP's prediction. The study area has a limited number of truly vacant parcels. Vacant land is identified by the Marion County Tax Assessor. Potentially underutilized land was identified by searching for large parcels with minimal improvements. These are depicted on the map in Figure 2. There are a few large properties in the corridor north of Chemawa Road where the TSP predicted the greatest amount of growth.

***Note: We recognize that one of the parcels identified as “potentially underutilized” in Figure 2 and subsequent maps (the large parcel adjacent to the McNary Estates condos) is a mitigated wetland area and should be removed from the analysis. This will be updated in the final draft of this memo. Although removing the parcel will modify the data to some extent, it is not expected to change the conclusions drawn from the data.***

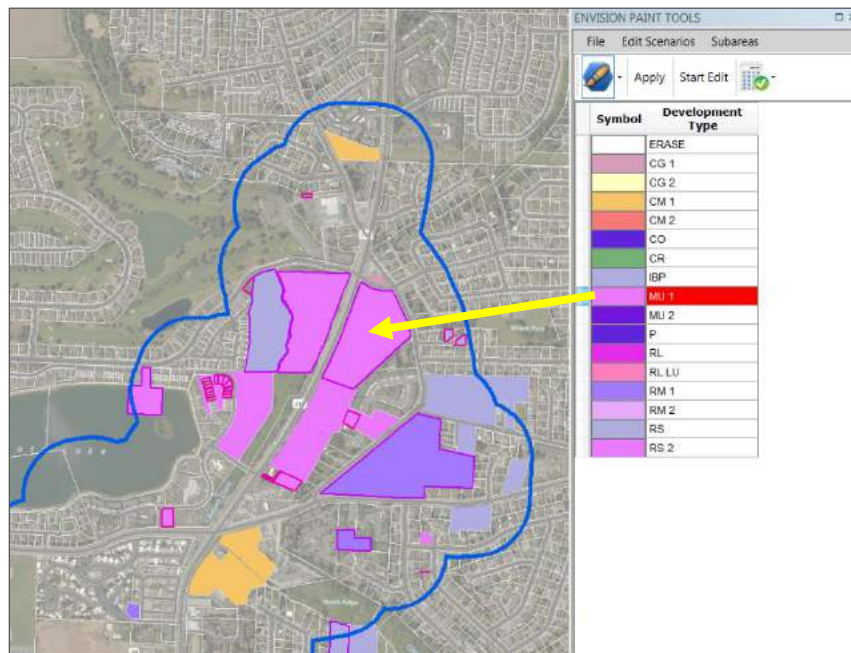
**Figure 2 – Vacant and Potentially Underutilized Land**



These vacant and underutilized parcels are assumed to develop in accordance with the zoning in place today.

The yellow arrow in Figure 3 illustrates that the parcel is predicted to develop with uses assigned to the Mixed Use (MU) zone Development Type. In this case, that results in an average of 6 housing units and 12 jobs per acre. Some properties will lean more toward commercial use, others toward residential; the Development Type therefore represents the average, not an exact prediction of what to expect by 2035.

**Figure 3 – Scenario Painting**



It is also worth noting that environmentally sensitive lands and floodplains are not expected to become developed. While they may not appear on the scenario map, the acreage has been removed from the parcel to avoid over counting.

There are just 18 acres of vacant land within the project area utilized by the Baseline Scenario. Vacant land alone cannot be relied upon to accommodate the forecasted growth. An additional 64 acres of already developed land would need to redevelop in some fashion to match the TSP's predictions. Redevelopment is most likely on properties that are less intensely used, with smaller and perhaps outdated buildings. When the total value or asking price of these properties is low enough new buildings can replace the old, increasing the property owner's revenues. Redevelopment is most likely where the zoning allows for higher intensity uses such as in the MU and Commercial Mixed Use (CM) zones.

### How Redevelopment Works

Simply put, redevelopment can occur when the projected income from a development exceeds the combined costs of: buying the land, readying the site, getting approvals, and construction. Construction costs, and the local market rent, or sales prices, are largely out of a developer's control. Accordingly, they will look at the asking price or value of a property when deciding which properties may be viable redevelopment opportunities.

Let us say, for example, that you want to build a brand-new two-story apartment building and you cannot find any vacant land for sale. If you can find a property owner who will sell you one-half acre of land at \$17.00 per square foot—roughly \$340,000, you could see a modest profit of just under 10% - generally better than most investment programs. There are not very many properties in Keizer's commercial core that would sell for this low of a sum. Accordingly, that new apartment building might not get built. In some cities a central address is highly desirable. If living near attractions on River Road were to become more desirable, residents may be willing to pay more each month to be closer to restaurants, shops and transit. This could allow for the developer to spend more on land, increasing the likelihood of new development. On the other hand, perhaps you are more interested in building a commercial building with a few tenants such as Knecht's, Great Clips and Panera Bread. In that case you could afford to pay over \$550,000 for the same size property. While there may be unwanted consequences of adding more single-use commercial to the corridor, such as increased traffic and more driveways interrupting the sidewalk, the current market favors them.



**Figure 4 – Property Value Per Square Foot**

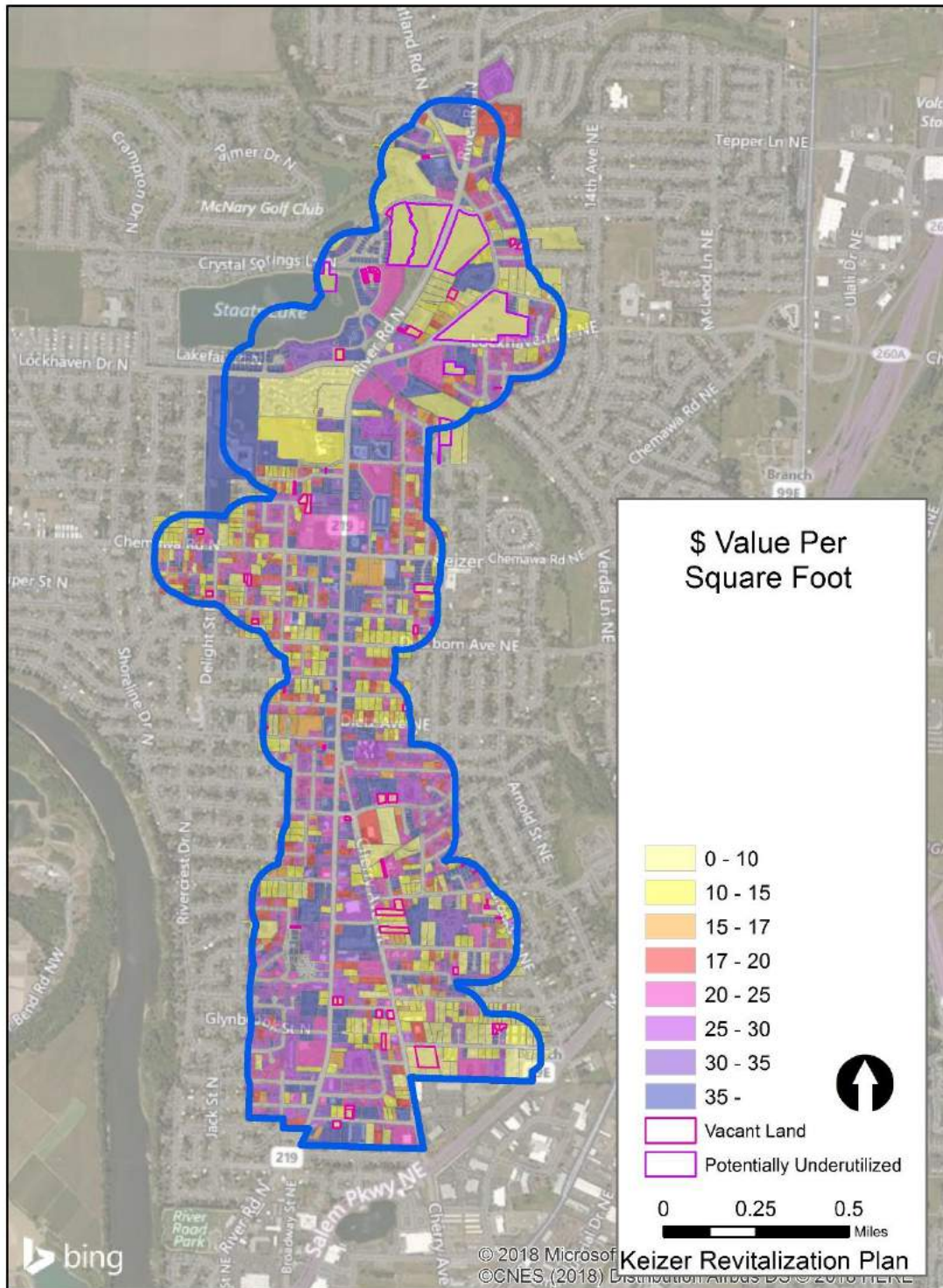


Figure 4 shows the combined value of buildings and land on a per-square-foot basis. Yellow colored properties may be more easily redeveloped whereas dark blue properties are of very high value and development is unlikely.

This section looks at two alternate future scenarios and compares them to the Baseline. Three scenarios were developed:

- These scenarios are illustrated in Figure 5 and described below.

[illegible]

Keizer's zoning code allows a wide range of uses and levels of intensities. However, the higher building costs associated with taller buildings tends to lead developers toward low-rise wood construction. Likewise, existing property owners are often inclined to retain the buildings currently on site even if they are not using the maximum potential of their site. The market analysis from Phase 2 of this project predicted that future development following current trends is likely to continue with single-family houses and townhomes in neighborhoods, along with one-, two-, and possibly three-story apartments.

**Keizer Revitalization Plan**  
Draft Memorandum #4: Gap Analysis

## TSP Future Baseline (2031) Traffic Conditions & Operations

The City's TSP analyzed future baseline (2031) traffic conditions during the weekday PM peak hour as illustrated in Table 4.8 of the City's TSP and Table 3 below. All of the intersections in the Revitalization Plan study area are signalized intersections. The City of Keizer maintains a volume-to-capacity (v/c) ratio standard for the intersections of two arterial roadways, as the operation of these intersections is critical to the operation of the network as a whole. The v/c ratio represents the sufficiency of an intersection to accommodate the vehicular demand. As the v/c ratio approaches 1.0, traffic flow may become unstable, and delay and queuing conditions may occur. In Keizer, an arterial/arterial intersection must have a v/c ratio of 0.95 or less to be considered as operating acceptably. For all other intersection types, only the level of service (LOS) is used for determining intersection operation.

Within the Plan study area, the following arterial/arterial intersections have been identified and therefore; were evaluated using v/c ratio:

- River Road/Lockhaven Drive
- River Road/Chemawa Road
- River Road/Manbrin Drive

The remaining intersection within the Plan study area were evaluated using LOS:

- River Road/Wheatland Road
- River Road/Dearborn Avenue

**Table 3 – TSP 2031 Baseline Operations**

Intersection	TSP Existing 2007		TSP Future Baseline 2031	
	LOS	Capacity	LOS	Capacity
River Road/Wheatland Road	C	Under Capacity	C	At Capacity
River Road/Lockhaven Drive	D	Under Capacity	D	Near Capacity
River Road/Chemawa Road	D	Under Capacity	D	Near Capacity
River Road/Dearborn Avenue	B	Under Capacity	C	At Capacity
River Road/Manbrin Drive	B	Under Capacity	C	Under Capacity

1. Under capacity = v/c Ratio <0.90, Near Capacity = v/c Ratio 0.90-0.94, At Capacity = v/c Ratio 0.95-0.99, Over Capacity = v/c Ratio ≥1.0

All study intersections are projected to meet the City's operational standards under the Baseline conditions; however, the TSP also identified potential improvements (not financially constrained) including the reconfiguration and addition of turn lanes at the River Road/Wheatland Road and River Road/Manbrin Drive intersections. Improvements were also identified at River Road/Lockhaven Drive which have already been completed.

### Impacts to Infrastructure

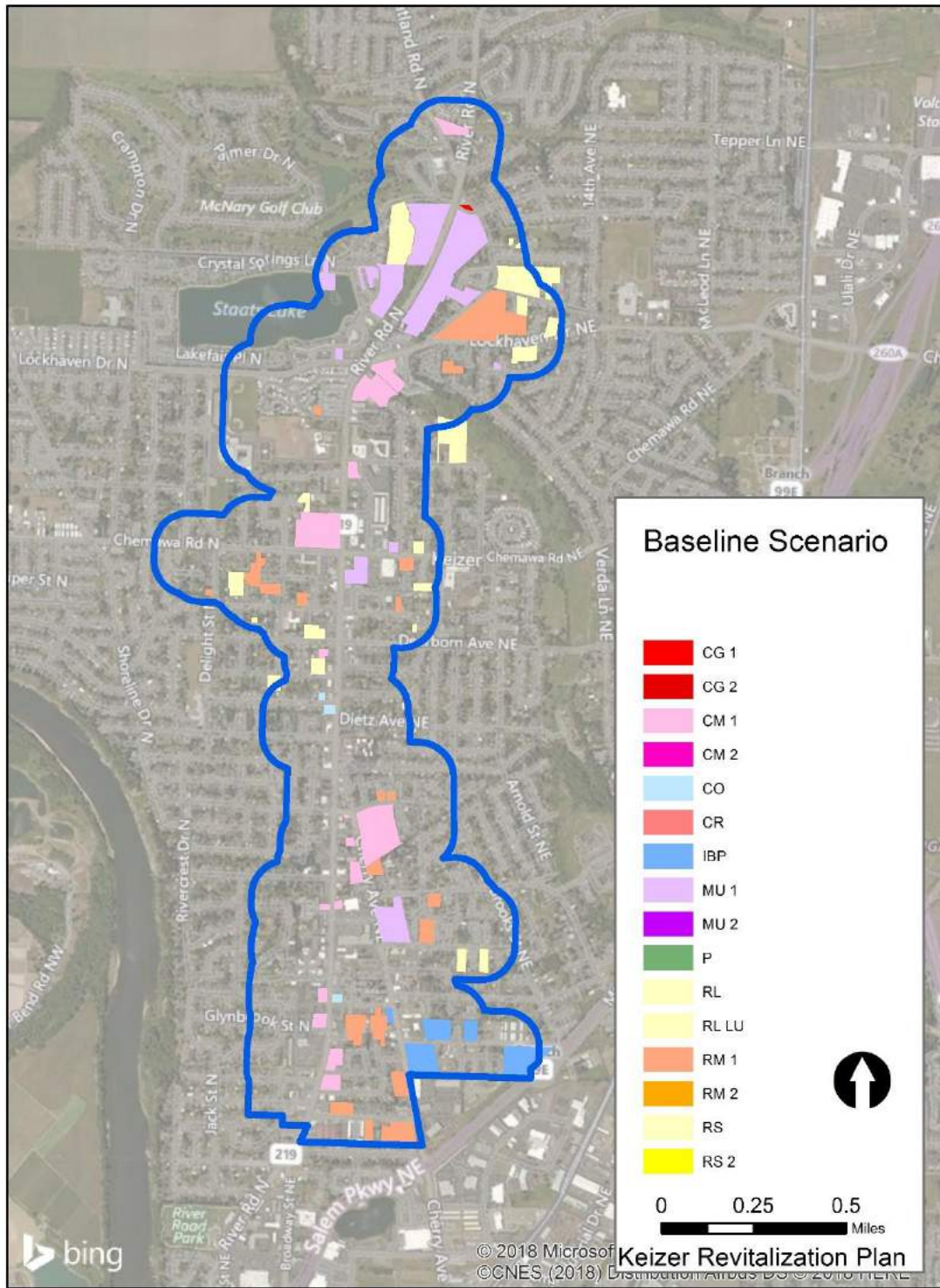
The Baseline is developed in accordance with Keizer's adopted Transportation System Plan. Accordingly, roadway impacts have been predicted with plans identified that will ensure that the network operates effectively.

The Comprehensive Plan confirmed, in relation to sewer, water, stormwater, parks and police, that "*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.*" It also stated, "*The cost of providing key services and facilities to future development in Keizer is significant.*" Together, these statements declare that capacity for development according to existing zoning is in place, and that significant upzoning or urban growth boundary (UGB) expansion could introduce costs that have either not been anticipated, or which would require new funding mechanisms such as increased development fees.



The Baseline Scenario assumes that all the vacant and highly underutilized lands identified earlier would be developed. In addition to the 18 vacant acres another 64 acres of developed land is assumed to redevelop—replacing existing buildings with new ones. With more than 80% of the new development taking place through redevelopment the majority of housing units would be multifamily.

**Figure 6 – Baseline Scenario**



2.

## Scenario 2 – Efficiency Measures

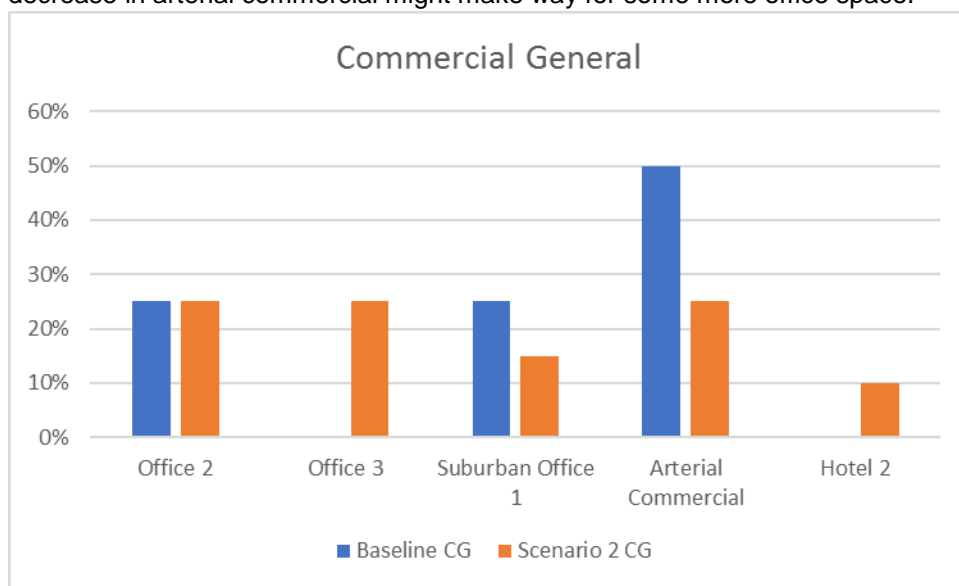
As cities update their comprehensive plans, or when considering expansion of an Urban Growth Boundary, they first examine existing regulations to see if there is more room for growth that could be realized. Planners often refer to modifications of existing regulations to allow for more growth in the same space as efficiency measures. Common techniques include the addition of options such as duplex development in single-family zones, reduced setbacks or parking requirements that allow for properties to be more highly utilized.

This scenario utilizes that same land as the Baseline Scenario. It differs in how the types and amounts of developments that are allowed within the existing zoning categories. Efficiency measures were applied to five zoning categories within the study area:

- Commercial General (CG)

This zone typifies arterial development in many cities. It provides a location for larger scale shopping and commercial activity separated from residential areas to limit conflicts between those uses. It is also located for convenient auto access.

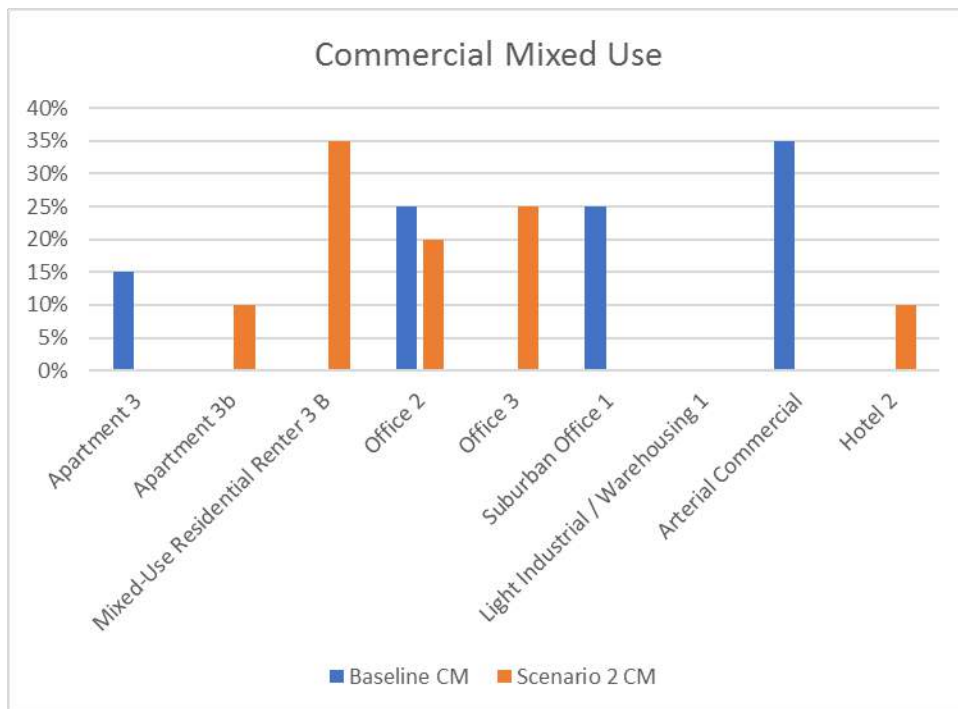
The following table shows how the CG zone differs from Scenario 1 to 2. As shown below, a decrease in arterial commercial might make way for some more office space.



- Commercial Mixed Use (CM)

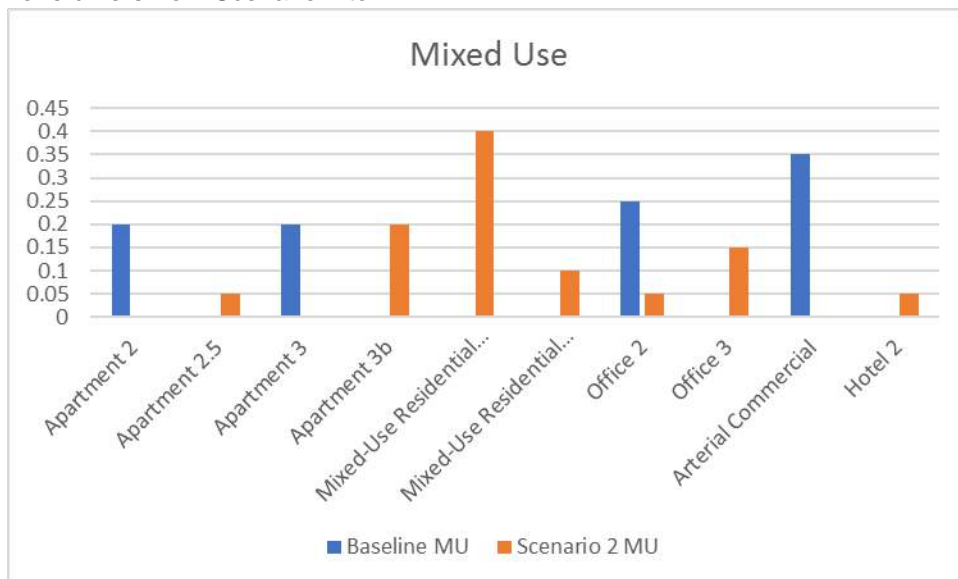
The primary commercial zone within Keizer, this zone intends to combine commercial and residential uses in a safe walking environment with good access to transit. The Baseline Scenario assumed a mix of low-rise commercial and apartments. For Scenario 2, many of these single-use building types, namely arterial commercial and suburban office were replaced by mixed-use building and others at a slightly larger scale. The following chart shows how the CM zone differs from Scenario 1 to 2. You will notice that some buildings have a B added to their name. This represents modifications such as reducing setbacks and parking requirements to increase efficiency.





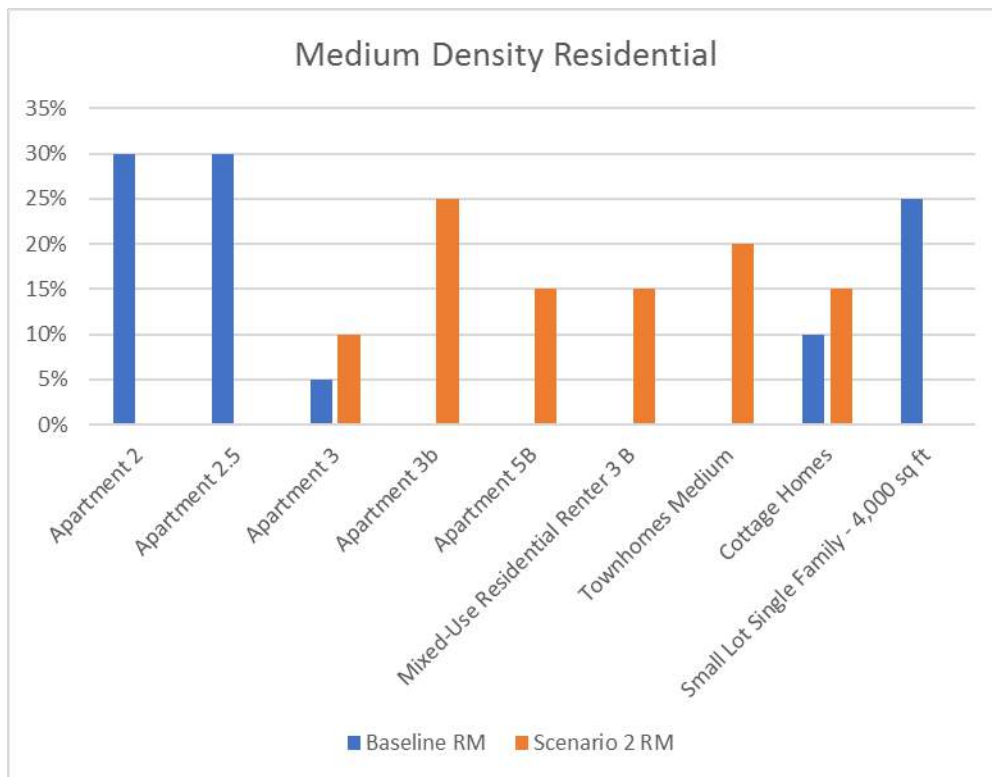
- Mixed Use (MU)**

The MU zone intends to provide a variety of uses, namely residential and commercial in close proximity, either within a building or nearby. The Baseline Scenario assumed a mix of low-rise commercial and apartments. For Scenario 2 many of these single-use building types were replaced by mixed-use building at a slightly larger scale. The following chart shows how the MU zone differs from Scenario 1 to 2.



- Medium Density Residential (RM)**

This is the primary multifamily zone within Keizer. It allows for a wide range of residential however, from detached single-family to duplexes and multi-story apartment or condominium buildings. The Baseline Scenario saw mostly two-story apartment and some smaller lot single-family homes. Scenario 2 saw a shift to larger multifamily buildings, cottage homes and townhomes. The chart below describes this shift in product type and intensity.



- Single Family Residential (RS)

This zone focuses on detached single-family homes and some other uses such as in-home day care, some duplexes and home offices. The minimum lot size is 5,000 square feet for detached single family homes however most lots in Keizer are larger. The Baseline Scenario assumed a future mix of 75% 6,000 and 25% 4,000 sf. For Scenario 2 the mix was changed. Conventional lots got smaller with 40% of new housing coming through narrow lot single-family cottage homes and townhomes.



Table 4 below describes the relative densities of each development type. Notice how the “B” series types have increased densities, and often mix. The Mixed Use Score is also an indicator of likely reduction in vehicle trips relative to the overall amount of development when compared to similar levels of non-mixed growth.

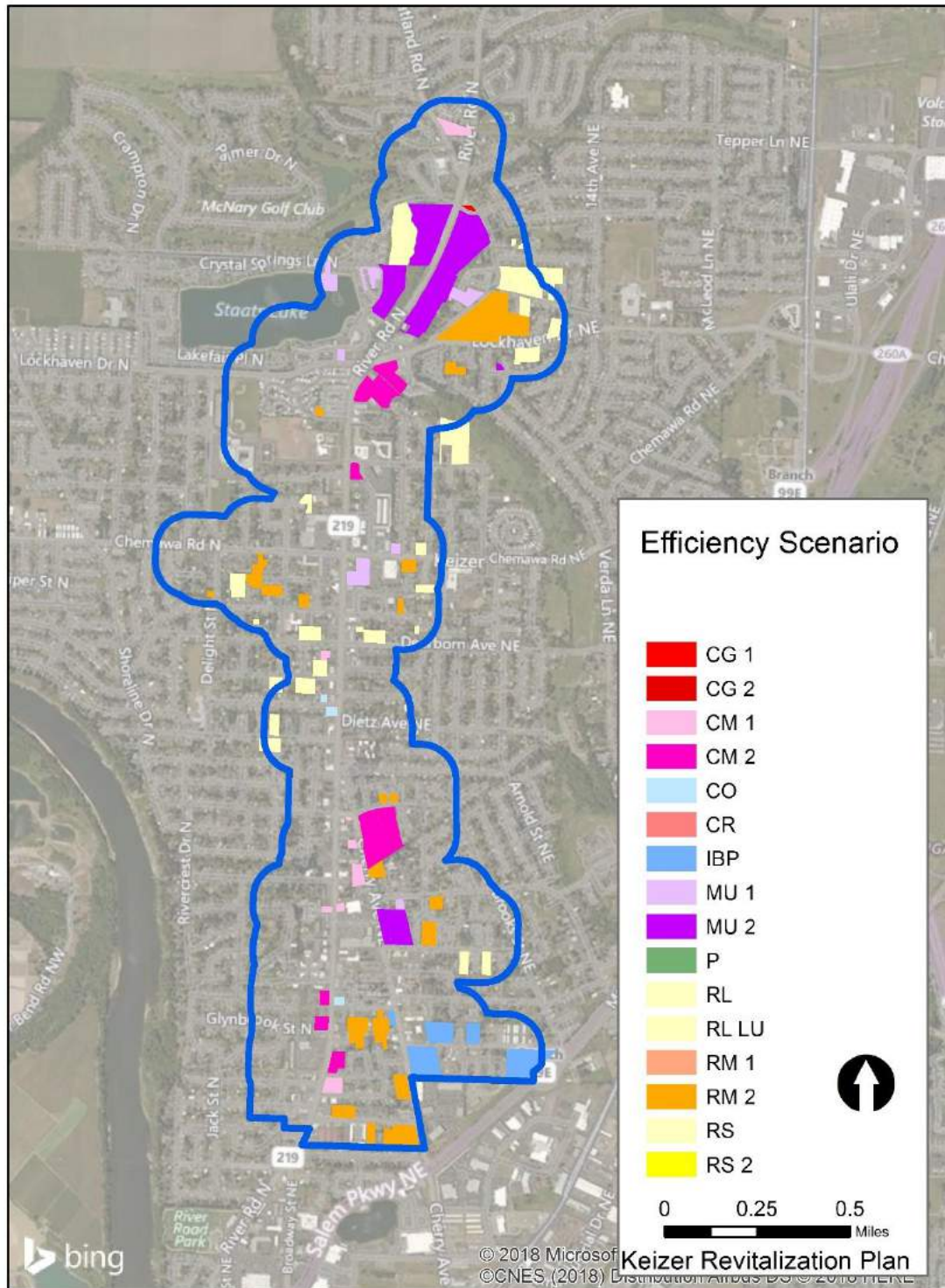
**Table 4 – Development Type Densities**

Development Type Name	Housing		
	Units / Gross Acre	Jobs / Gross Acre	Mixed Use Score
CG	0.0	20.4	0.00
CG B	2.0	29.7	0.00
CM	3.0	18.9	0.52
CM B	14.1	30.4	0.63
CO	0.0	34.5	0.00
CR	0.0	17.0	0.00
IBP	0.0	15.5	0.00
MU	6.2	12.3	0.63
MU B	21.7	21.2	0.58
P	0.0	0.0	0.00
RL	5.6	0.0	0.00
RL LU	6.5	0.0	0.00
RM	13.0	0.0	0.00
RM B	26.5	4.0	0.24
RS	6.5	0.0	0.00
RS B	12.7	0.0	0.00

The map of Scenario 2 (Figure 7) looks similar to the Baseline. The difference can be seen in the bolder colors depicting the use of the five Development Types that were modified with efficiency measures in place of their kin as used in the Baseline.

Scenario 2 also assumes that all the vacant and highly underutilized lands identified early would be developed. Two notable shifts appear. First, 815 additional housing units appear. Second, the increase in multifamily and mixed-use buildings is responsible for the majority of the new units, resulting in the share of multifamily housing rising to 80% of the new development.

**Figure 7 – Scenario 2**



The number of new jobs also rises with Scenario 2. However, the increase in mixed-use buildings replaces what may have been some office uses in the Baseline. As a result, new retail jobs rise from 20% in the Baseline Scenario to 27% in Scenario 2, while the percentage of office jobs falls from 77% to 70%. Both categories saw an overall increase, with jobs rising from nearly 1,100 in the Baseline to just over 1,300 in Scenario 2. Keizer currently has 35% of its workforce in retail jobs. This is higher than most cities of its size. Both scenarios reduce the percentage of total retail jobs slightly, to 32% in the Baseline and 33% in Scenario 2.

## Impacts to Infrastructure

Scenario 2 was developed in accordance with Keizer's existing zoning as its guide. As identified in the Phase 2 Market Analysis, existing zoning theoretically provides for more growth capacity than can be realized based on market conditions. For example, the low-rise buildings that the financial market is constructing in the Mid-Willamette valley and specifically within Keizer tend to use less than half of the allowable density on a given site. Modelling done during the TSP accounted for some of the difference between growth capacity and the forecast. In short, the forecasted growth does not utilize the full capacity provided by current plans. Roadway impacts described in the TSP were based on the forecasted growth. Accordingly, some intersections could need upgrades sooner than planned, or see increased levels of congestion. The increased growth described by the scenario, while significant compared to the Baseline, is only an increase of 7% in terms of population. Such an increase could possibly be absorbed at a rate similar to that described by the TSP. The resulting change in trips on River Road from the additional growth in housing will be modeled in future phases of the project however the impact will be dependent upon development of retail and jobs in the corridor and the comfort level of walking and bicycling facilities in the area.

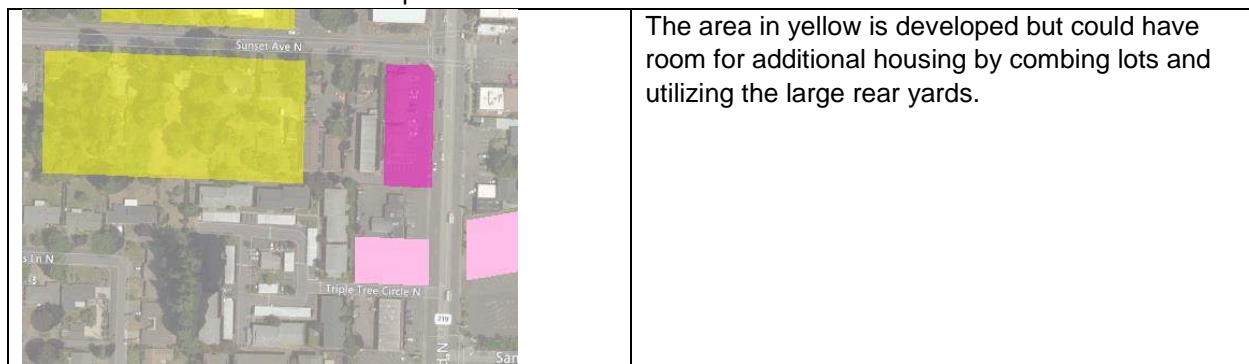
Keizer's water system enjoys ample capacity as does the sewer system owned by the City of Salem. No needed infrastructure increases for sewer, water or stormwater have been identified other than on-site needs such as utility hook-ups, stormwater treatment and repairs to aging systems. Public safety provision, like schools is based on a per-capita ratio. Accordingly, increasing population could necessitate additional staff resources. Fortunately, all of the land within the study area is central to the city and proximate to the full range of services including the large trunks and main lines which get smaller as they move farther out and serve less dense areas. As such, the same levels of growth in areas farther from the center of the city could have a greater impact.

## Scenario 3 – Upzoning



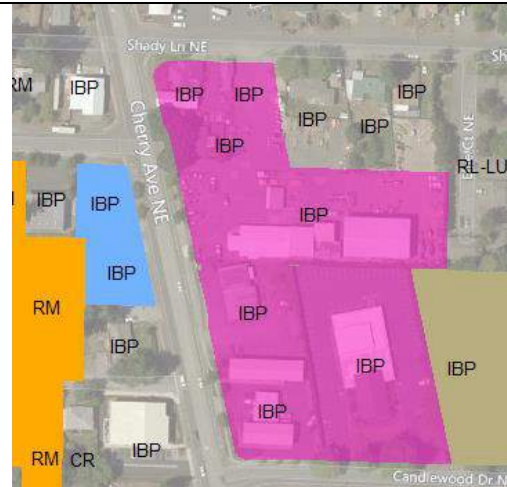
The third scenario continues to utilize the efficiency measures built into the optional development types. The differences lie in changing the development types assigned to strategic parcels. Some examples include:

- In some cases, large single-family lots may have enough land to allow the owner to add another unit, or build townhomes, rather than single-family detached homes
- A number of RM properties with low intensity developments could potentially be rezoned for mixed-use development.
- Likewise, some single-family properties near arterials and collectors could be consolidated and redeveloped as multi-story multifamily buildings.
- There may also be some opportunities for industrial properties to convert to mixed-use.

Below are several examples:





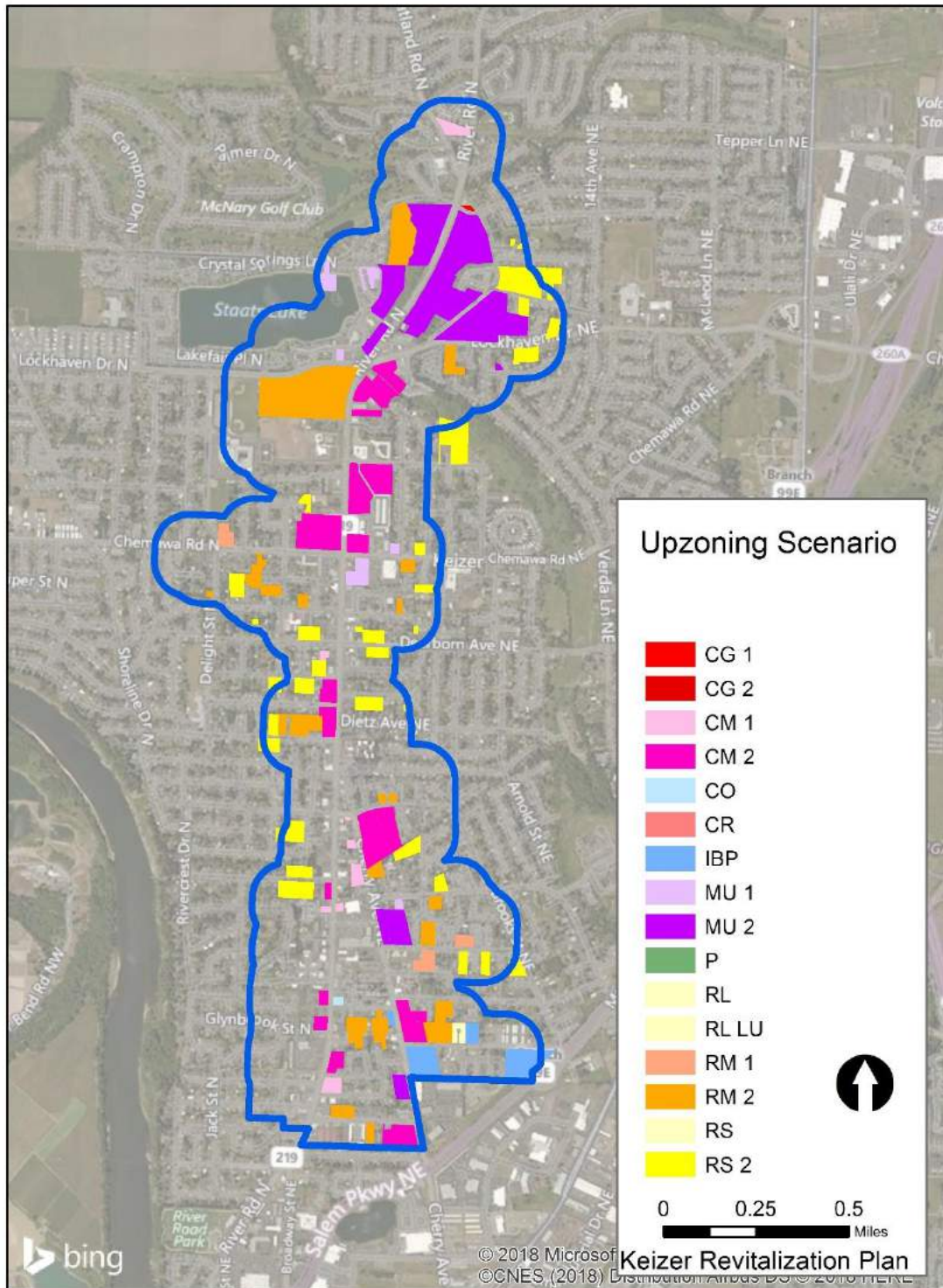
	<p>This large manufactured home property at Lockhaven Dr and River Rd provides much needed housing. At some time in the future however, it could possibly redevelop into a substantial, denser mixed-use neighborhood.</p>
	<p>In some instances, there are single-family homes on lots zoned for multifamily. These could possibly be combined and replaced with a single larger building, cottages or several townhomes</p>
	<p>Large areas such this might concentrate their activity with all or a portion separated off for another use. At some point in time, sites like this could become home to offices, shopping and even entertainment uses that appreciate the working roots of the land.</p>

The third scenario adds another dozen acres of development to the study area. This higher intensity scenario rests on the assumption that increasing amenities and desirability of Keizer's core bring with them people that are willing to pay more per month to live close in. With increasing rent and lease rates, for both residents and commercial tenants, redevelopment becomes more feasible on properties that today would seem too expensive.

This scenario brings a significant increase in the amount of housing, climbing as high as 2,469 new units. The housing mix matches that of scenario 2 with 85% of new units in multifamily buildings even while it adds more than 125 new single-family units. Jobs likewise increase to 2,125.

The map of Scenario 3 (Figure 8) shows both an increase in the amount of land identified for potential development and a shift toward higher levels of housing and job activity.

**Figure 8 – Scenario 3**



### Impacts to Infrastructure

Scenario 3 goes beyond simply finding capacity within existing zones; it assumes that some upzoning and new market desires will increase both the amount of land developed, and the level of use on those parcels. Additional growth will bring more trips. However, an increase of mixed-use development would be expected in this scenario, so the rate of driving per person would likely decrease slightly. Similar to Scenario 2, some intersections could need upgrades sooner than planned, or see increased levels of congestion. The increased growth described by the scenario rises to an increase of 10% in terms of

overall citywide population. Such an increase could possibly be absorbed at a rate similar to that described by the TSP; traffic modelling will be required to identify where upgrades are needed, and to what degree the mixing of uses shortens trips or converts them to walk/bike or transit. This will be modeled in future phases of the project.

No needed infrastructure increases for sewer, water or stormwater have been identified other than on-site needs such as utility hook-ups, stormwater treatment and repairs to aging systems. However, with increases in usage, some upsizing could be needed. Public safety provision is based on a per-capita ratio. Accordingly, increasing population could necessitate additional staff resources. Again, all of the land within the study area is central to the city and proximate to the full range of services including the large trunks and main lines which get smaller as they move farther out and serve less dense areas. As such, the same levels of growth in areas farther from the center of the city could have a greater impact.

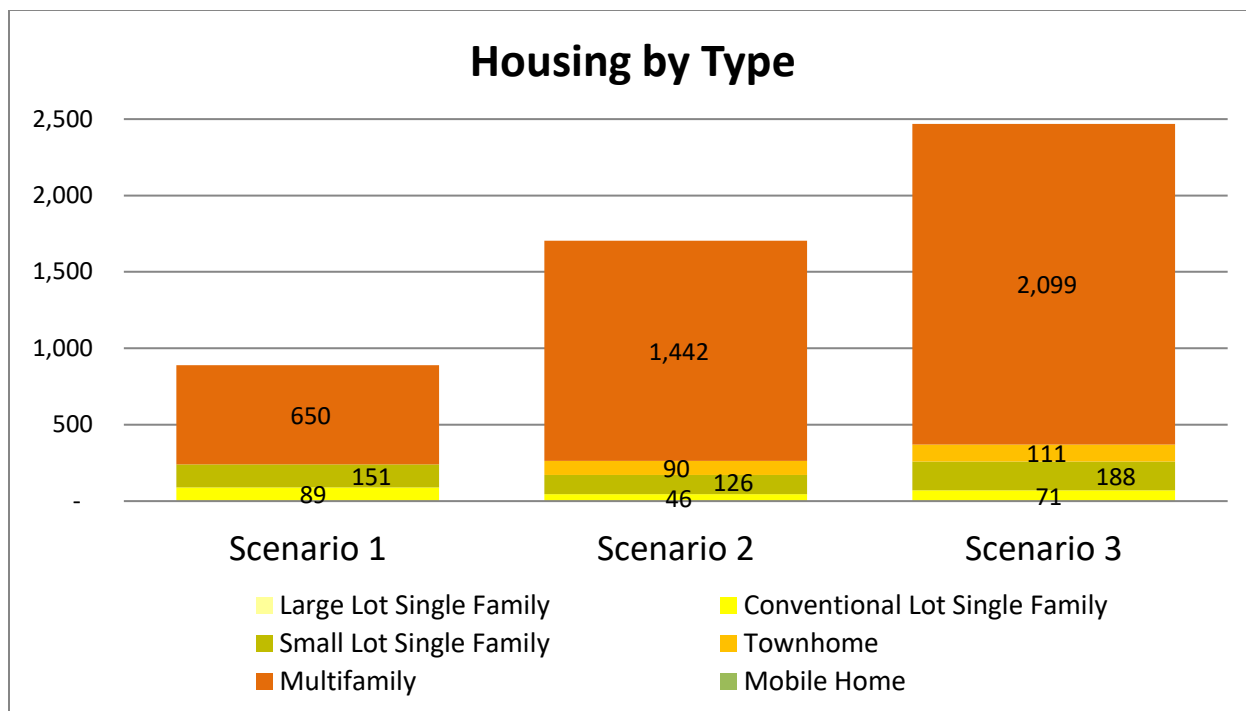
## 1.3 Comparison of Scenarios

The Envision Tomorrow software allows us to compare the scenarios through a number of key indicators. On the following pages we will examine how each performs in terms of the amount and types of growth, the composition of housing types, subsequent monthly costs, the types and amount of jobs, and how those jobs relate to the number of housing units provided.

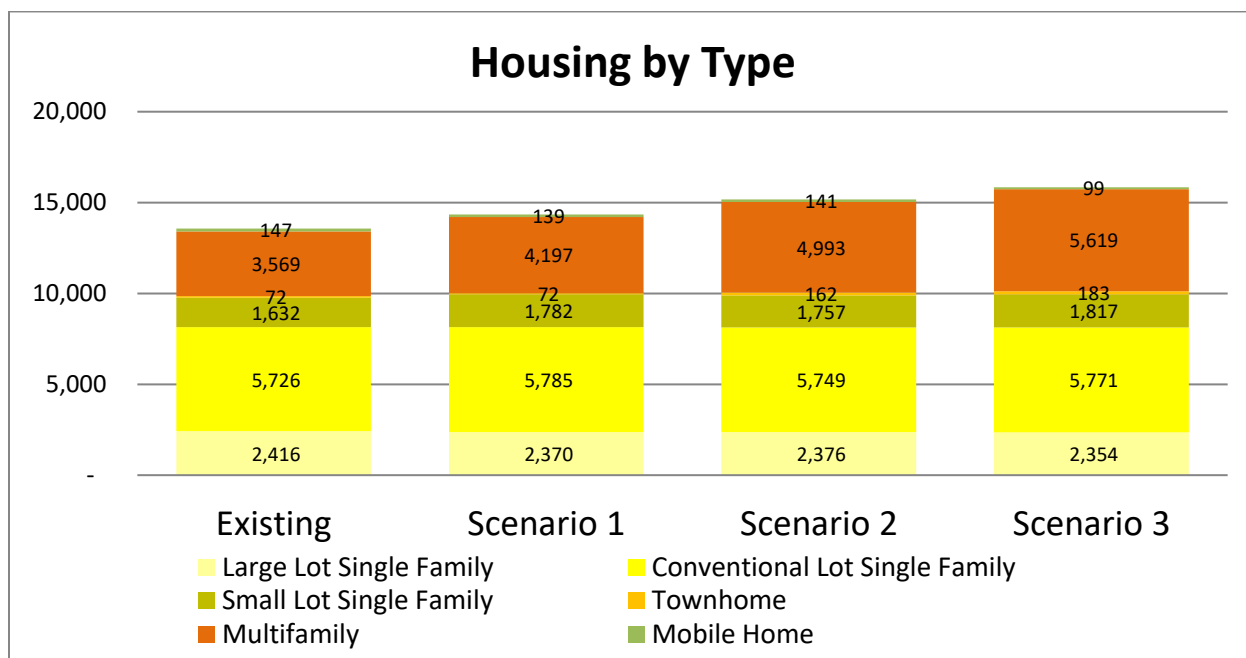
### Residential Building Mix (new units)

	Scenario 1		Scenario 2		Scenario 3	
Housing Mix						
Multifamily	650	73%	1,442	85%	2,099	85%
Townhome	-	0%	90	5%	111	4%
Small Lot Single Family	151	17%	126	7%	188	8%
Conventional Lot Single Family	89	10%	46	3%	71	3%
Large Lot Single Family	-	0%	-	0%	-	0%
Mobile Home	-	0%	-	0%	-	0%
<b>Total Housing Units</b>	<b>889</b>		<b>1,705</b>		<b>2,469</b>	

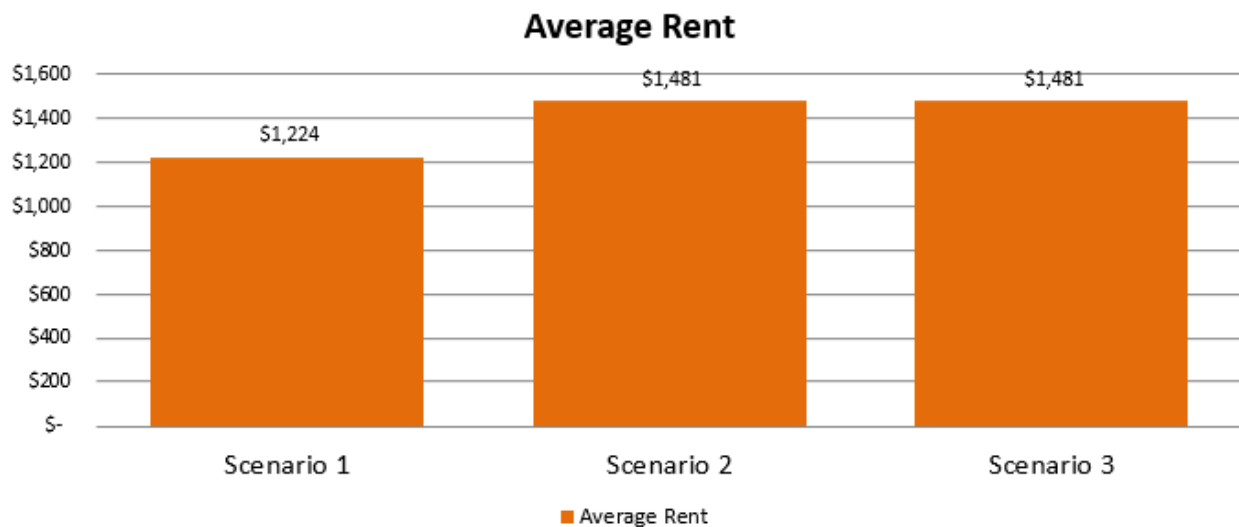
Total housing grew with each scenario. With the majority of the potentially developable land zoned for higher densities, the largest increases are in the multifamily housing.



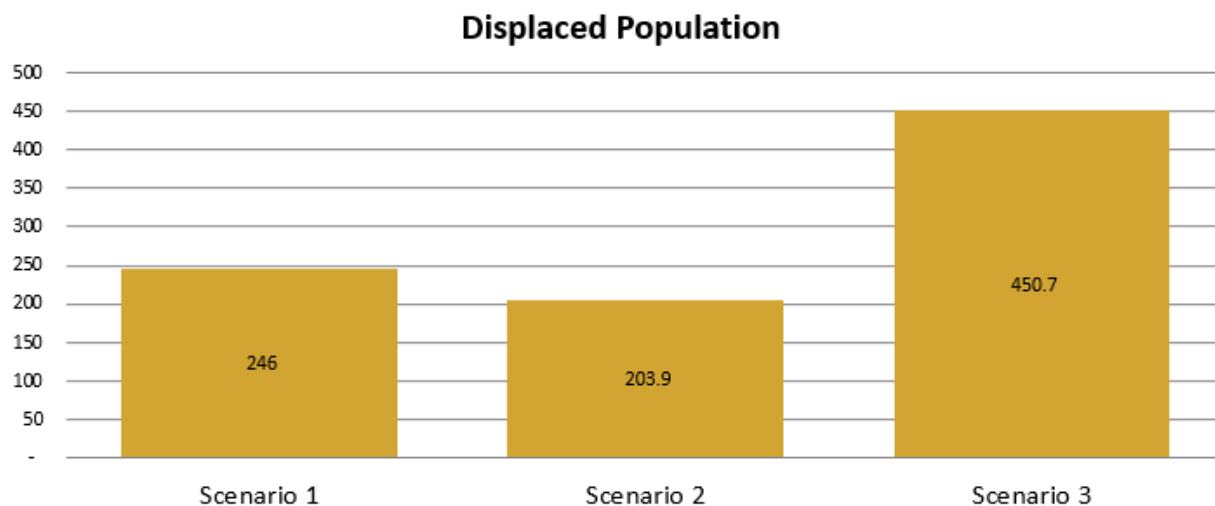
The chart above shows new housing by type. This rate of change may appear out of character to many when they think of Keizer. It is a common situation in Oregon as single-family land within UGBs is consumed. This may be a concern for Keizer residents—does this type of housing match the needs and desires of residents both today and tomorrow?



The chart above shows the total housing supply that would arise when adding the new growth to the existing homes already built (as opposed to new housing). It is worth noting that even though the new growth is predominately multifamily, these graphs show that even with this increase in multifamily units, the majority of the City's housing stock will be single-family homes.



The taller and mixed-use buildings that were introduced in the alternate scenarios are costlier to construct. Accordingly, monthly rents for these units are much higher, as indicated in the chart above. Even the \$1,224 from the Baseline Scenario may appear quite expensive. However, keep in mind that new buildings are generally built at the high end of the price range within the city. In addition to considering the change in scale, with a growing number of three and even five story buildings, cost is a consideration too.



The scenarios all rely on some redevelopment. Doing so will undoubtedly mean that some residents will need to move as new development occurs. For the landowners that choose to redevelop their property, or add an additional unit to their lot, the choice is theirs. It is important to note that these people are not necessarily economically displaced, they may well have the means to return as renters to the new building, or they may move somewhere else nearby. However, rental residential buildings that redevelop are often also the ones with the lowest monthly rents. Consideration of where those people will relocate is an important consideration. The preceding charts shows that scenario 2 displaced fewer people than the Baseline. The second scenario included more redevelopment of non-residential commercial properties, converting them from commercial to mixed use. A strategy that focuses on redevelopment of underutilized commercial lands could interfere less with existing residents.

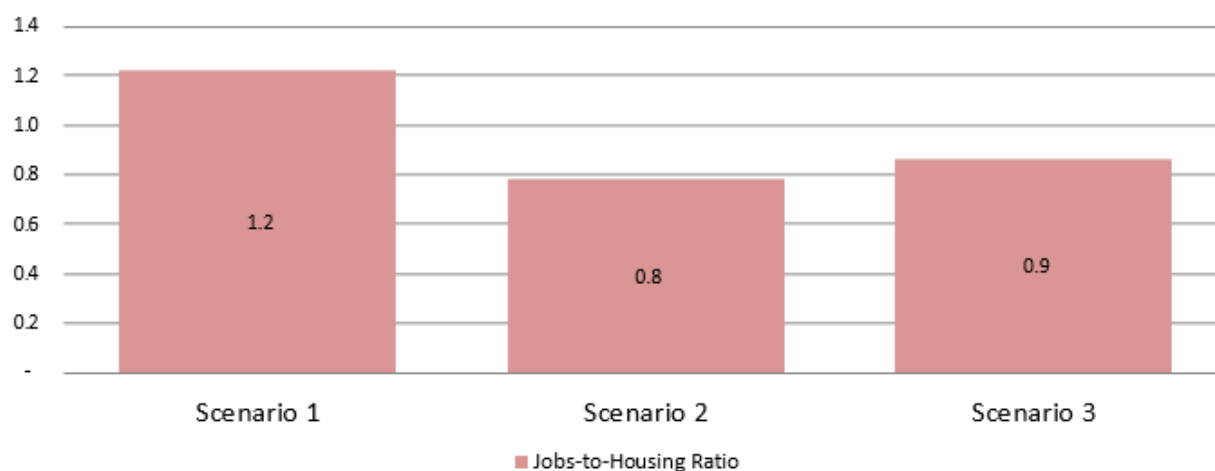


### Employment Mix (new jobs)

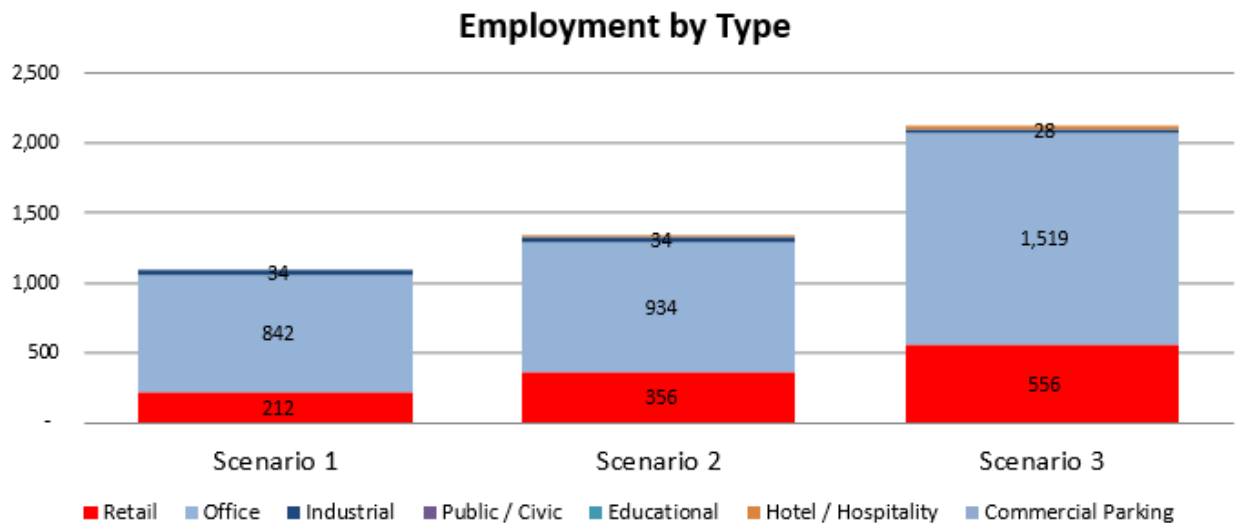
	Scenario 1		Scenario 2		Scenario 3	
Employment Mix						
Retail	212	20%	356	27%	556	26%
Office	842	77%	934	70%	1,519	71%
Industrial	34	3%	34	3%	28	1%
Public / Civic	-	0%	-	0%	-	0%
Educational	-	0%	-	0%	-	0%
Hotel / Hospitality	-	0%	12	1%	22	1%
Commercial Parking	-	0%	-	0%	-	0%
<b>Total Jobs</b>	<b>1,088</b>		<b>1,336</b>		<b>2,125</b>	

Job growth occurs at a slower rate than population growth. This is largely a result of the predominance of multifamily and mixed use zoning being utilized in the scenarios.

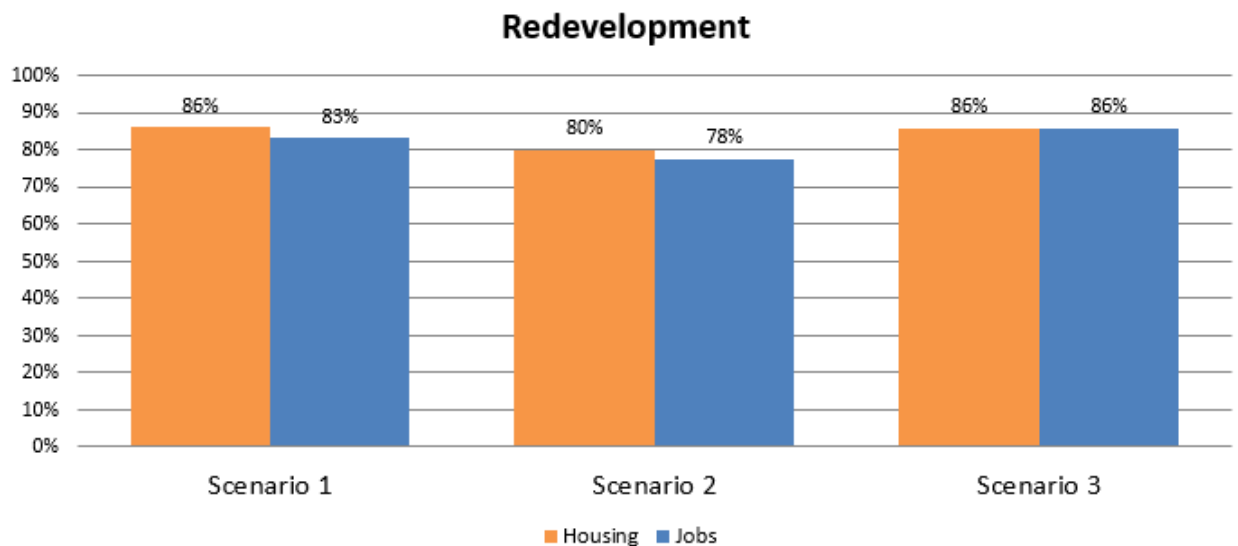
### Jobs-Housing Balance



Keizer currently maintains a low jobs-to-housing ratio: approximately 0.48 jobs per house. This is lower than most “bedroom communities”. A jobs/housing ratio in the range of 0.75 to 1.5 is considered balanced. The chart above indicates jobs-to-housing ratios for the new development modeled in the three scenarios (rather than total ratios including all existing development). The Baseline represents a desired ratio of 1.2 for the growth increment. The alternative scenarios, because of their increases in housing more so than jobs, do not improve conditions as much in this regard.



Job growth among the scenarios maintains a similar form. Many economists suggest that a maximum of 10% of a city's jobs should be retail. Office and industrial jobs are considered more desirable for their positive impact on the taxbase and relatively higher wages for workers. Living wage jobs area also identified in the Keizer Compass / Community Vision 2029 plan as being desirable for Keizer.



Redevelopment is a term used to describe development that occurs on land that is currently being used or has been previously developed but is sitting idle or is not being used to its full capacity. Development only comes from two sources, vacant land development and redevelopment. This chart depicts the percent of development that occurred as redevelopment, as opposed to development of vacant land. All of the scenarios rely heavily on redevelopment to accommodate growth because there is scarce vacant land within Keizer. Interestingly, the efficiency measures of scenario 2, while redeveloping the same overall acreage, found room for more housing on vacant land by increasing the capacity within each zone.

## 2. Consistency with Project Goals and Objectives

This section evaluates the consistency of the Baseline Future scenario (Scenario 1) with the goals and objectives developed for the project in Revised Memorandum #1, presented below.

### ***A Thriving, Diverse Corridor***

- *Zoning and land use regulations that provide opportunities for a variety of living-wage jobs.*
- *A range of goods and services for all.*
- *Supports existing businesses and new businesses including through implementation of public and private sector incentives, investments and partnerships.*
- *A variety of housing for the range of community member incomes, needs, and preferences.*
- *The creation of centers along the corridor, with transitions between them.*
- *A strong and unified identity communicated through streetscape design elements.*
- *Spaces for gathering and other places that celebrate the strength of community and family in the corridor.*

### ***Thoughtful Growth and Redevelopment***

- *Development (uses and design) that is consistent with Keizer's small-town character.*
- *A mix of uses that makes more efficient use of existing and new infrastructure.*
- *Proximity and mix of uses in development centers that community members can walk, roll, or drive (short distances) to access.*
- *Public improvements and private development that create an attractive, distinctive identity for the area.*

### ***Excellent Transportation and Public Facilities***

- *A balanced set of transportation options, including transit, walking, bicycling, and driving that provide good access to development centers and public spaces in the corridor.*
- *Transit access focused at development centers in the corridor.*
- *Enhanced safety and minimal conflicts between different types of transportation modes.*
- *Well-maintained roads that control and mitigate traffic congestion.*
- *Well-maintained streets, and bicycle and pedestrian facilities.*
- *Friendlier environments and slower traffic speeds that help facilitate walking and rolling on River Road and Cherry Avenue, through landscaping, crossings, and fewer driveways.*
- *Enhanced access to parks and the creation of gathering spaces that are accessible to all community members.*

The Baseline Future scenario has produced indicators described in the previous section of this report. The goals and objectives above do not all relate to indicators from the scenario. However, the following types of scenario indicators relate to the goals and objectives: land use mix, housing and jobs numbers, density and centers, efficient use of resources, and transportation impacts.

### ***Land Use Mix***

Housing and employment mixes (percentages) shift to some extent between existing conditions and Baseline Future conditions. In terms of housing, an increase in multifamily housing from 26% to 30% corresponds to reductions in large lot and conventional lot single-family housing. Percentages of small lot single-family, townhome, and mobile home housing remain essentially unchanged. For employment, office jobs pick up from 35% to 42% of total employment, offset by reductions in retail (from 35% to 32%), educational, and hotel/hospitality jobs. Percentages of industrial and public/civic jobs do not change.

Increasing the multifamily share of the housing mix moves in the direction of the project goals and objectives. However, increases in townhome and small lot single-family housing and perhaps an even greater increase in multifamily housing would move even further toward creating more housing variety available to the range of income levels and needs in the community. Similarly, reducing the share of retail

jobs in exchange for more office and other professional jobs moves in the direction of project goals and objectives. Fostering even more office, education, public/civic, and industrial jobs moves further in providing more living-wage jobs.

Scenarios 2 and 3 provide more variety in that they provide townhomes (none assumed in Scenario 1) and make more efficient use of land in providing significantly more multifamily housing. The scenarios may not be as consistent with small-town character in providing more multifamily housing (particularly for Scenario 3) and much less small lot and conventional lot single-family housing.

## **Jobs and Housing**

A balance of jobs and housing in a community is considered beneficial in reducing commute times and vehicle miles traveled, encouraging less single-driver commutes, providing job opportunities for workers without vehicles, reducing traffic congestion, and improving air quality.<sup>2</sup> A jobs/housing ratio in the range of 0.75 to 1.5 is considered balanced. It is estimated that the existing jobs/housing ratio in Keizer is approximately 0.48, and under Baseline Future conditions is approximately 0.51. While these ratios may be somewhat less than what is considered balanced and may not be as strongly consistent with project goals and objectives, it is an important community discussion to determine to what extent it is desired to shift from being a “bedroom” community, which seems to be a quality that has drawn many residents to Keizer to date.

Given redevelopment assumed to occur as part of the Baseline Future scenario, the amount of redeveloped housing, displaced population, and displaced jobs is estimated as part of the scenario. In the Future Baseline Scenario, it is estimated that about 90 units of housing would be redeveloped and that approximately 200 residents could be displaced and approximately 250 jobs could be displaced. While displacement is not necessarily a desire, goal, or policy of the City, it is typically an element of redevelopment, which is consistent with project goals and objectives. Given the amount of new housing and new jobs expected as part of the Baseline Future, some of this displacement should be offset as displaced people move into new housing units in the area. Addressing displacement beyond that will require considerably more resources and proactive measures.

Consistency with small-town character and accessibility to a range of incomes may be more challenging in Scenarios 2 and 3 where rents are higher. Scenario 2 is more consistent with these goals/objectives in that its rate of displacement is lower than Scenarios 1 and 3. Scenario 3's rate is the highest of them all, the least consistent with those particular goals/objectives. However increasing housing costs are experienced across all housing types.

In terms of providing a mix of uses, Scenarios 2 and 3 could be viewed as less consistent in that their job/housing ratios are lower than Scenario 1.

## **Employment**

Scenarios 2 and 3 can be seen as more consistent with the goals/objectives to grow all business in that they provide many more jobs than Scenario 1. However, they can be seen as less consistent with the objective of creating more living-wage jobs in that the share of office and industrial jobs goes down with each successive scenario.

## **Density and Centers**

Density, including people, housing, and jobs per acre, slightly increases in the Baseline Future Scenario. Housing units per acre moves from 5.5 to 5.7 and jobs per acres moves from 11.8 to 12.8. These

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<sup>2</sup> US Environmental Protection Agency, “EnviroAtlas” (November 2014). Accessed July 16, 2018.  
<https://enviroatlas.epa.gov/enviroatlas/DataFactSheets/pdf/Supplemental/EmploymentHousingRatio.pdf>

increases move in the direction of the project goals and objectives. However, at least in “centers” of desired greater density, these densities could be further increased to be even more consistent with goals and objectives.

Previous planning efforts, including the McNary Activity Center Area Plan and the River Road Renaissance Plan, have explored the idea of districts and centers in the River Road corridor. Development projected in the Baseline Future scenario is comprised of development of vacant property and redevelopment of properties with lower improvement-to-property value ratios or whose redevelopment potential is strengthened by allowing more uses and more lot coverage. In general, concentrations of these development/ redevelopment areas occur around McNary Estates, Lockhaven Drive, Chemawa Road, and the north end of Cherry Avenue near the Cherry Avenue/River Road split. Centers that could be developed in these areas would be consistent with the project goals and objectives focused on creating centers.

### ***Efficient Use of Resources***

There are several indicators produced as part of the Baseline Future scenario that speak to the efficient use of resources on a per household basis. These indicators include energy use, water use, waste water generated, and solid waste generated. On all of these fronts, the Baseline Future is estimated to more efficiently use resources and generate less waste per household than in existing conditions, which is consistent with project goals and objectives. This trend is most dramatically exemplified by water used specifically for landscaping, which is estimated to be half of current usage.

### ***Transportation Impacts***

As described above, growth depicted by the Baseline Scenario aligns with the TSP and is therefore clearly in support of the mobility, safety and quality-of-life goals and policies it describes. The increased growth in the two alternative scenarios is not so great as to likely pose a significant threat to mobility goals. However, additional growth could bring the need for intersection improvements to occur sooner than planned, and for identifying new mobility improvements. Both of the alternative scenarios include more compact growth and a greater on-site mix of uses. These two variables support several of the TSP’s desired outcomes of lower automobile trip generation and shorter trips, coupled with increased potential walking, biking and transit that come with improved urban conditions.

It is worth noting that the City of Keizer’s Economic Opportunities Analysis, prepared in 2013, estimated that based on projected employment growth, there is a shortage of 63.3 acres of employment land within the existing urban growth boundary (UGB). Scenarios 2 and 3 would allow for more of this projected job growth to be accommodated within the existing UGB by making more efficient use of existing buildable land. However, were the City to pursue a UGB expansion, there would likely be additional transportation impacts beyond what is discussed in the preceding paragraph.

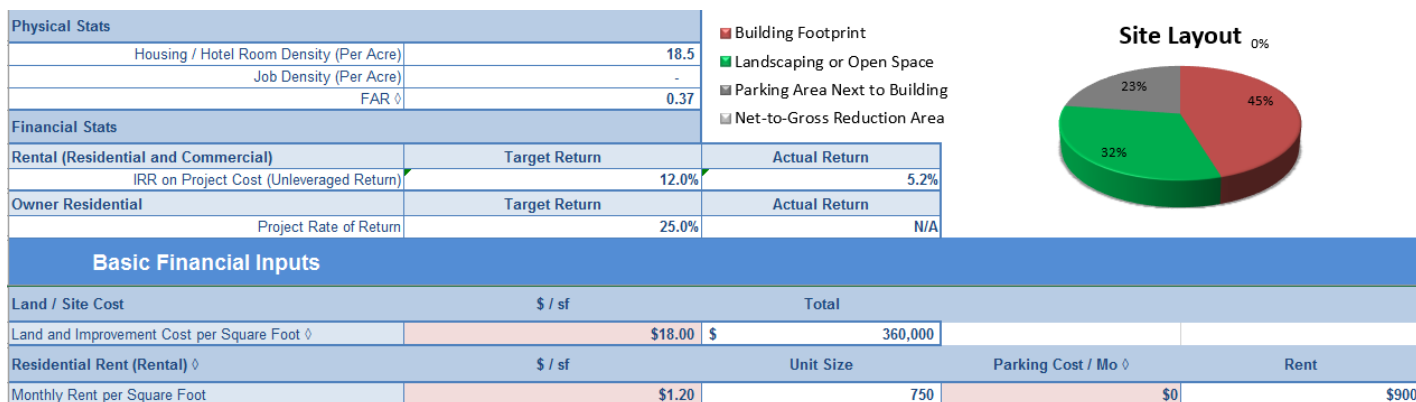


### 3. Impediments to Implementation

This section discusses potential impediments to implementing the project goals and objectives discussed in the previous section. Impediments discussed here include market conditions, public facility and service capacities, and City policies and regulations. This report focuses particular attention on the potential impediments that Keizer's Development Code may present to reaching the community's goals for the study area.

#### 3.1 Market Conditions

The achievable monthly rent or lease rates drives the real estate development market. Keizer's average rents have been growing, but are estimated at only \$1.20 per month, per square foot. This would translate to a common apartment of 750 square feet renting for \$900 per month. While it may sound like a lot of money, such rent levels will not justify new construction. Simply put, the rate of return will not be high enough for a bank to loan on a project at that rate. The table below is taken from the Proforma Builder from Envision Tomorrow. It shows a 2-story apartment project, built within the RM zone would likely generate a return of 5.8%. Development is a risky business and to finance a project the builder would need to get closer to 10 or ideally 12 percent return on the investment.



In order for this project to "pencil out" or make financial sense at a modest 10% rate of return, the rents would need to rise to \$1.70 per square foot. This equates to that same 750 sf apartment renting for \$1,273. Fortunately, the average of \$1.20 per sf is a citywide average, including older properties and those without access to amenities such as those found in the study area. There are a number of properties in the area listed on Craigslist today that advertise rents around \$1.40 per sf. There are many more factors to consider than simply rent levels as well. For this pro-forma example, we are assuming that the developer purchases a one-half acre lot for \$360,000 and spends \$120 dollars per square foot to construct the project. If a developer already owned the land, and also selected a more economical level of design and construction, the rent level required for financing would drop. The take-away from the above discussion is that the market in Keizer is considered soft but rising. Low-rise apartments and commercial buildings can and are being built. However, taller buildings, especially desirable mixed-use buildings will need to rely on rent and lease rates higher than we are seeing today. This financial gap can be made up in numerous ways in the nearer term, such as development partnerships, tax advantages, or relaxing some requirements. However, ultimately Keizer's core needs to become a destination and place where more people want to be. That will then bring in the tenants whose monthly budgets can support the new construction.

## 3.2 Public Facilities and Services

Public facilities were discussed in Section 1 of this memorandum as applied to each scenario. Generally, no specific public facilities comprise a barrier to development of any of the scenarios. As mentioned, Keizer's water system enjoys ample capacity as does the sewer system owned by the City of Salem. Any development will place additional load on government agencies. Police and fire service ratios dictate the number of staff based on population, with growth in the agencies coming as the number of rate payers increases. As discussed earlier, the central nature of the study area means that new residents and employees are served by existing police and fire stations and existing service areas, meaning that call times would be expected to remain the same.

Other services, such as park staff to operate and maintain parks, or planning and public works staff to keep the city working do not automatically grow with population. Accordingly, growth at any level could necessitate additional government expenses. Further, investment in staff growth may be necessary to achieve some of the desirable outcomes such as increased employment opportunities that could happen with dedicated economic development staff, or a high level of design that would require architectural expertise.

## 3.3 Transportation Plans

Stakeholders to this process have described traffic as being a significant issue. However, the traffic levels seen today are within normal levels for communities across the State. The TSP, for example, describes all of Keizer's signalized intersections as being "Under Capacity", with only Lockhaven / 14th, and The Parkway at Verda rising to "Over Capacity" by 2031. One stop-controlled intersection—Verda at Lockhaven—will be "Over Capacity" as well, but signalization would likely resolve that condition.

Traffic volumes or related delays do not themselves present barriers to development. Continued efforts to redesign the corridor for better walking, biking and transit, perhaps even resulting in lower speeds could potentially help make the area more attractive to shoppers/diners and future residents.

## 3.4 Comprehensive Plan

Memorandum #1 reviewed existing Comprehensive Plan goals and policies. These goals and policies support this planning project, key examples of which are listed below.

- *Conserve resources by encouraging orderly development of land by adopting efficiency measures that will further allow for the efficient use of urban land.*
- *Provide a development pattern that:*
  - b) *Encourages affordable housing.*
  - c) *Creates a town center for Keizer.*
  - d) *Creates new employment opportunities in Keizer.*
- *Provide residential land to meet a range of needed housing types.*
- *Provide areas intended for development that combines commercial and residential uses in a single building or complex... 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.*

While existing Comprehensive Plan goals and policies are not necessarily impediments to revitalization of the project area, project-specific goals and objectives proposed in Memorandum #1 provide greater detail and direction. These goals and objectives strengthen the support of existing Comprehensive Plan goals and policies.

## 3.5 Development Code

One of the most important opportunities for Keizer to realize its vision and goals for the River Road / Cherry Avenue corridor is through private development. New development on vacant sites and redevelopment of underused sites has the potential to bring new housing and jobs to the corridor, as well as bringing opportunities for shopping, dining, recreation, and community gathering—all of which contribute to a thriving and diverse corridor. New development also has the potential to reshape the area's urban form with improvements to the aesthetics and function of sites along the corridor. The key regulatory mechanism for shaping these outcomes is the Keizer Development Code (KDC).

Though the KDC is intended to facilitate development that is in line with the community's long-term vision for Keizer, it can also present impediments to realizing this vision. Code-related impediments generally fall into two categories: (1) general impediments to development or redevelopment, and (2) impediments to the *type* of development desired.

Table 5 below lists applicable project objectives related to land use and summarizes key land use strategies for achieving those objectives. The table also lists potential impediments that were analyzed in the KDC. Note that not all of these items are necessarily impediments to development in Keizer. Discussion of the most likely potential impediments is provided on subsequent pages.

**Table 5 – Land Use Objectives, Strategies, and Potential Impediments**

Objectives	Land Use Strategies	Potential Impediments
<b><i>A Thriving, Diverse Corridor</i></b>		
<i>Variety of living-wage jobs</i>	<ul style="list-style-type: none"> <li>Land and buildings for various industrial and office uses</li> </ul>	<ul style="list-style-type: none"> <li>Limited designation of industrial / office zoning districts</li> <li>Limited permitted industrial / office uses</li> </ul>
<i>Range of goods &amp; services</i>	<ul style="list-style-type: none"> <li>Land and buildings for various commercial uses</li> <li>Nearby residences to support commercial businesses</li> </ul>	<ul style="list-style-type: none"> <li>Limited permitted commercial land uses</li> <li>Lack of proximity of commercial and residential land uses</li> </ul>
<i>Variety of housing</i>	<ul style="list-style-type: none"> <li>Variety of housing types: single-family, duplex, triplex, townhomes, multifamily, ADUs</li> </ul>	<ul style="list-style-type: none"> <li>Insufficient residential zoning capacity</li> <li>Limited permitted housing types within zones</li> <li>Insufficient density standards</li> <li>Site standards that limit density (landscaping, lot coverage, parking, setbacks)</li> </ul>
<i>Creation of centers</i>	<ul style="list-style-type: none"> <li>Pedestrian-oriented design elements</li> <li>Connected to transit stop</li> <li>Mixed land uses within walking/biking distance of housing</li> <li>Public spaces</li> <li>A mix of housing types and densities (with overall net density target, e.g., min. 12 units per acre)</li> </ul>	<ul style="list-style-type: none"> <li>Site and building design standards that are not pedestrian-oriented</li> <li>No requirement for active ground floor uses</li> <li>No requirement or allowance for public space</li> <li>Limited mixed-use zoning</li> <li>Lack of proximity of commercial and residential zones</li> <li>Low minimum and maximum density standards</li> <li>High minimum parking</li> </ul>

Objectives	Land Use Strategies	Potential Impediments
		requirements
<i>Gathering places</i>	<ul style="list-style-type: none"> <li>Family recreation uses</li> <li>Plazas and pocket parks</li> <li>Outdoor dining</li> </ul>	<ul style="list-style-type: none"> <li>Zoning that does not permit family recreation uses</li> <li>Zoning that does not allow or encourage plazas, pocket parks, or outdoor dining</li> </ul>
<b>Thoughtful Growth &amp; Redevelopment</b>		
<i>Consistency with small-town character</i>	<ul style="list-style-type: none"> <li>Limited-scale buildings</li> <li>Limited-scale commercial uses</li> <li>Building design that reflects historic main street patterns</li> </ul>	<ul style="list-style-type: none"> <li>Building standards that allow for very tall buildings</li> <li>No limits on commercial floor area</li> <li>Building and site design standards that are not pedestrian-oriented</li> </ul>
<i>Efficient use of infrastructure</i>	<ul style="list-style-type: none"> <li>Compact development</li> </ul>	<ul style="list-style-type: none"> <li>High minimum lot area requirements</li> <li>Low minimum and maximum density standards</li> <li>Development standards that limit density (landscaping, lot coverage, parking, setbacks)</li> </ul>
<i>Proximity &amp; mix of uses in centers</i>	<ul style="list-style-type: none"> <li>Mixed-use sites or mix of uses within close proximity</li> </ul>	<ul style="list-style-type: none"> <li>Limited mixed-use zoning</li> <li>Lack of proximity of commercial and residential zones</li> </ul>
<i>Attractive, distinctive identity for the area</i>	<ul style="list-style-type: none"> <li>Design regulations</li> </ul>	<ul style="list-style-type: none"> <li>Lack of site and building design standards that require unique design elements</li> </ul>
<b>Excellent Transportation and Public Facilities</b>		
<i>A balanced set of transportation options, including transit, walking, bicycling, and driving that provide good access to development centers and public spaces in the corridor. / Well-maintained streets and bicycle and pedestrian facilities.</i>	<ul style="list-style-type: none"> <li>Standards for on-site pedestrian, bicycle, and vehicle circulation</li> <li>Standards for pedestrian and bicycle connections to adjacent sites and to the sidewalk/street</li> <li>Provisions for cross-access easements and shared driveways</li> <li>Requirements for frontage improvements, including dedicating needed right-of-way and upgrading sidewalks</li> </ul>	<ul style="list-style-type: none"> <li>Limited provisions for on-site circulation, pedestrian/bicycle connections from the site, and shared vehicle access points.</li> <li>Easily deferred or waived frontage improvement requirements.</li> </ul>
<i>Transit access focused at development centers in the corridor.</i>	<ul style="list-style-type: none"> <li>Orientation of building to transit stop</li> <li>Connection between building and transit stop</li> <li>Requirements for coordinating with transit agency regarding provision of transit stop amenities</li> </ul>	<ul style="list-style-type: none"> <li>Limited or no requirements regarding orientation to or connections with transit stop</li> <li>No requirements regarding provision of transit stop amenities</li> </ul>

For analysis purposes, potential regulatory impediments identified in Table 5 have been grouped into categories listed below. Some of these categories also reflect inputs and outputs of the Baseline Future scenario, while other categories address elements of urban form and pedestrian orientation that are not represented in the scenario. In addition to the potential impediments identified in Table 5, there are

general potential impediments that relate to how efficient, understandable, and flexible the code is for applicants and administrators in the development process. Those categories are included in the list below as well.

- Existing zoning
- Permitted uses
- Site standards
  - Lot size, density, and floor area ratio
  - Lot coverage and landscaping
  - Setbacks (including provisions for pedestrian-oriented spaces)
  - Pedestrian connections
  - Parking
- Building standards
  - Building and entrance orientation
  - Active ground floor uses
  - Glazing
  - Weather protection
  - Architectural detailing
  - Height
- Frontage improvement requirements
- Code structure and administration
  - Use standards
  - Multiple mixed-use zones
  - Design standards and guidelines
  - Review procedures

Other potential impediments to implementing the goals and vision of the Keizer Revitalization Plan include factors that are land- and development-related but are outside the scope of what will be addressed by development code provisions. For example, the availability or assembly of large parcels may be key to significant development or redevelopment in the study area. These ideas are addressed in Section 3.1 of this report.

The following sections discuss the most likely potential code-related impediments in the categories listed above. The analysis focuses primarily on the commercial and mixed-use zoning chapters of the KDC, as well as chapters with associated development and design standards.

## Existing Zoning

Table 6 lists the zoning designations applied to properties within the Keizer Revitalization Plan study area and indicates the number of parcels in each zone. Because of the way the study area boundary was created, the Single Family Residential (RS) district has the greatest number of parcels by far, followed by Medium Density Residential (RM). However, the analysis in this section will primarily focus on the commercial and mixed-use zoning districts, since these zones account for the majority of the land directly adjacent to the River Road / Cherry Avenue corridor. The analysis will provide a more general overview of potential impediments in the residential and industrial zoning districts.

Among the commercial and mixed-use zoning districts, the zone applied to the greatest number of parcels is Commercial Mixed Use (CM), followed by Mixed Use (MU) and Commercial Office (CO). Commercial Retail (CR) and Commercial General (CG) zoning applies to a limited number of parcels. Keizer's zoning map (zoomed in on the study area) is presented in Figure 9.

## Constraints of Existing Zoning

City of Keizer staff raised the physical constraints of zoning in the River Road / Cherry Avenue corridors as a potential impediment to redevelopment. As shown in the zoning map in Figure 9, there are some segments of the corridor where the commercial/mixed-use zoning is only one to two parcels deep. In



some areas, RM zoning provides a transition between commercial and single-family zones, but in other areas, single-family zones are directly adjacent to commercial zones.

This creates several challenges to higher-intensity redevelopment: (1) it limits the overall number of sites that are available for redevelopment; (2) it limits opportunities for development on multiple lots or consolidation of lots; and (3) it creates a greater need for buffering or compatibility standards where commercial sites are adjacent to single-family residential sites, which limits development potential for those sites. As discussed in Section 4 of this memo, the City may want to consider a mechanism for increasing flexibility along the edges of the commercial/mixed-use zones or expansion of those zones.

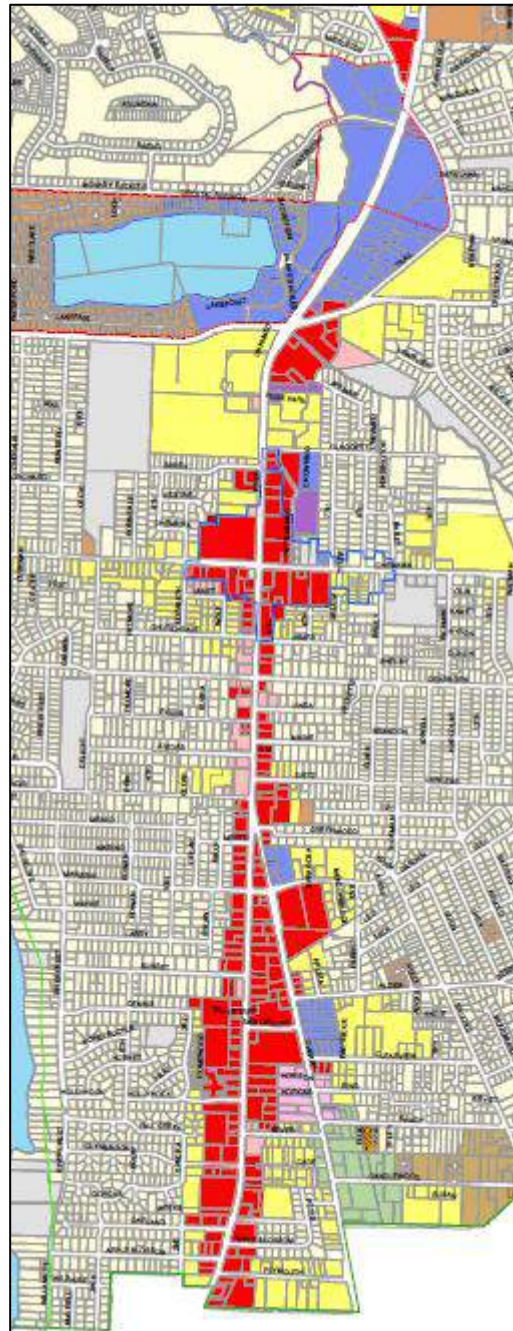
**Table 6 – Zoning Designations in Study Area by Number of Parcels**

Zoning Designations	Parcel Count
Single Family Residential	1,322
Medium Density Residential	297
Commercial Mixed Use	230
Mixed Use	121
Limited Density Residential	57
Commercial Office	34
Industrial Business Park	32
General Industrial	32
Commercial Retail	15
Commercial General	8
<b>Total</b>	<b>2,148</b>

**Figure 9 – Keizer Zoning Map**

**zoning**

	Agricultural Industrial
	AI-Limited Use
	Commercial General
	CG-Limited Use
	Commercial Mixed Use
	CM-Limited Use
	Commercial Office
	Commercial Retail
	Exclusive Farm Use
	EFU-Limited Use
	Employment General
	Industrial Business Park
	Industrial General
	IG-Limited Use
	Mixed Use
	Public
	Limited Density Residential
	RL-Limited Use
	Medium Density Residential
	RM-Limited Use
	Residential Single Family
	RS-Odor Improvement Overlay
	Urban Transition



## Permitted Uses

The following project objective statements are related to permitted uses within the study area:

- *Zoning and land use regulations that provide opportunities for a variety of living-wage jobs.*
- *A range of goods and services for all.*
- *A variety of housing for the range of community member incomes, needs, and preferences.*
- *The creation of centers along the corridor, with transitions between them.*
- *A mix of uses that makes more efficient use of existing and new infrastructure.*
- *Proximity and mix of uses in development centers that community members can walk, roll, or drive (short distances) to access.*

These objectives are associated with the following land use strategies: mixed-use development, a mix of uses within centers, employment uses (industrial and office), a variety of commercial uses, and a variety of residential uses. Table 7 provides a summary of permitted uses in selected zones in the study area.

**Table 7 – Permitted Uses, By Zone**

Zoning Designations	Permitted Uses (General)
Single Family Residential (RS)	<ul style="list-style-type: none"> <li>▪ Detached single family</li> </ul> <u>Special Permitted Uses:</u> <ul style="list-style-type: none"> <li>▪ Duplex on a corner lot</li> <li>▪ Shared housing facilities</li> <li>▪ Zero side yard dwellings</li> </ul> <u>Conditional Uses:</u> <ul style="list-style-type: none"> <li>▪ Cottage cluster development (with or without creation of new lots)</li> </ul>
Medium Density Residential (RM)	<ul style="list-style-type: none"> <li>▪ Detached single family</li> <li>▪ Multifamily buildings</li> </ul> <u>Special Permitted Uses:</u> <ul style="list-style-type: none"> <li>▪ Shared housing facilities</li> <li>▪ Zero side yard dwellings</li> <li>▪ Cottage cluster development (without creation of new lots)</li> </ul> <u>Conditional Uses:</u> <ul style="list-style-type: none"> <li>▪ Cottage cluster development (with creation of new lots)</li> </ul>
Mixed Use (MU)	<ul style="list-style-type: none"> <li>▪ Residential uses alone</li> <li>▪ Residential + one or more other permitted uses</li> <li>▪ Retail</li> <li>▪ Professional services</li> </ul> <u>Special Permitted Uses:</u> <ul style="list-style-type: none"> <li>▪ Shared housing facilities</li> <li>▪ Zero side yard dwellings</li> <li>▪ Cottage cluster development (without creation of new lots)</li> <li>▪ Mobile food vendor</li> </ul> <u>Conditional Uses:</u> <ul style="list-style-type: none"> <li>▪ Craft industries</li> <li>▪ Cottage cluster development (with creation of new lots)</li> </ul>
Commercial Mixed Use (CM)	<ul style="list-style-type: none"> <li>▪ Residential uses alone</li> <li>▪ Residential + one or more other permitted uses</li> <li>▪ Offices</li> <li>▪ Retail</li> <li>▪ Business, professional and social services</li> </ul> <u>Special Permitted Uses:</u> <ul style="list-style-type: none"> <li>▪ Shared housing facilities</li> <li>▪ Zero side yard dwellings</li> </ul>

Zoning Designations	Permitted Uses (General)
Commercial Office (CO)	<ul style="list-style-type: none"> <li>Residential uses alone</li> <li>Various office uses</li> <li>Some office-supportive commercial uses (such as beauty/barber shops and newsstands)</li> </ul> <u>Special Permitted Uses:</u> <ul style="list-style-type: none"> <li>Zero side yard dwellings</li> <li>Mixed-use buildings</li> </ul>
Commercial Retail (CR)	<ul style="list-style-type: none"> <li>One dwelling unit in conjunction with commercial uses</li> <li>Various retail &amp; commercial uses</li> <li>Various office uses</li> <li>Various professional services</li> </ul> <u>Special Permitted Uses:</u> <ul style="list-style-type: none"> <li>Gas station</li> <li>Mobile food vendor</li> </ul> <u>Conditional Uses:</u> <ul style="list-style-type: none"> <li>Certain automotive and repair uses</li> <li>Certain manufacturing uses</li> </ul>
Commercial General (CG)	<ul style="list-style-type: none"> <li>One dwelling unit in conjunction with commercial uses</li> <li>Retail</li> <li>Professional services</li> </ul> <u>Special Permitted Uses:</u> <ul style="list-style-type: none"> <li>Gas station</li> <li>Mobile food vendor</li> </ul> <u>Conditional Uses:</u> <ul style="list-style-type: none"> <li>Craft industries</li> </ul>

### Mixed-Use Development

Three of the zoning districts in the study area allow some type of mixed-use development. The MU and CM districts allow residential uses, both alone and in combination with another permitted use on the same site. The CO district allows residential uses, and allows mixed-use buildings as special permitted uses. The CR and CG zones merely allow one dwelling unit in conjunction with commercial uses on a site.

The MU district is the only zone with a requirement for mixed-use development, but it applies to a limited area (one block of Cherry Avenue south of Manbrin Drive). For these properties, development is required to devote between 35% - 65% of floor area to residential uses, with the rest occupied by non-residential uses. Other areas *permit* a mix of residential and commercial/office uses, but do not require or provide incentives for developing mixed-use buildings or sites.

### Housing Variety

As mentioned above, the MU, CM, and CO districts each allow residential development, in addition to the residential RS, RL, and RM zones. The RM zone permits medium-density multifamily buildings, but also allows single-family dwellings. The RS zone primarily permits single-family housing, and allows a few higher-density housing types only through higher-level review procedures which can make development more challenging and costly. Zero side yard dwellings (i.e., townhomes) are only permitted outright if they meet minimum lot size and density standards, which townhomes alone typically cannot meet. Otherwise, townhomes developments must go through the Planned Unit Development (PUD) review process (a Type II review). Cottage cluster development is also allowed, but only with a conditional use permit. The RS zone does not permit other forms of “missing middle” housing (multi-unit housing types compatible in scale with single-family homes) that could add flexibility for residential development along the edges of the study area. Key impediments for reaching the project goal of providing a variety of housing options may include both compatible residential uses permitted in the RS zone and the KDC’s density standards.

## Employment

Permitted uses within Keizer's commercial and industrial zones are typical, albeit existing zoning is not focused on office and industrial uses in the corridor (i.e., there is only so much land zoned CO, IBP, and IG). Otherwise, impediments related to permitted uses have not been identified for employment uses. The impediments to attracting more employment are more likely to be market-based.

## Development and Design Standards

Implementation of various development and design standards combine to create attractive, efficient urban development and development that is pedestrian-oriented, which are goals of this planning project. For the purposes of discussion, these standards are separated into site standards and building standards in the following subsections.

### Site Standards

#### Lot Size, Density, and Floor Area Ratio (FAR)

As is shown in Table 8, minimum lot sizes for the residential zones and residential uses in the study area are generally 4,000-6,000 square feet. These lot sizes are not excessive for low-density residential uses but would preclude housing such as "skinny lot" single-family housing (e.g., homes on lots that are 25 feet by 100 feet).

Density standards in the residential zones and zones that allow mixed uses generally run from 8 units per acre to 24 units per acre. These standards could be raised (e.g., the City has a High Density Residential zone with a minimum density standard of 16 units per acre and no maximum density standard). Higher densities were part of the "efficiency measures" used in generating Scenario 2, where densities for multifamily and mixed-use residential building prototypes were set higher than 24 units/acre. The existing maximum density standard appears to be a constraint on development and redevelopment as are market conditions and other development standards such as setbacks, minimum parking requirements, and minimum landscaping standards.

Floor area ratio (FAR) standards regulate density for commercial and mixed uses. Neither minimum or maximum FAR standards are currently established in the KDC for zones in the study area. There is a question of whether setting minimum FAR standards would be effective absent improved market conditions and more permissiveness in other development standards.

#### Lot Coverage and Landscaping

The KDC establishes minimum landscaping and maximum lot coverage standards for each zoning district. Lot coverage refers to the percentage of total lot area covered by buildings, accessory structures, and paved parking areas. Lot coverage and landscaping standards should add up to 100%. Sites with high lot coverage percentages—or more precisely, high building coverage—tend to have a more urban feel.

Lot coverage and landscaping standards for the commercial and mixed-use zones vary based on the use of the site (see Table 8). Maximum lot coverage ranges from 75-80% for residential only development to 85-90% for commercial development. The CM, CO, and CR zones are the only zoning districts with standards for minimum lot coverage—50% for all three.

Lot coverage rates could be raised—and, accordingly, landscaping rates could be dropped—in an effort to create a more urban and pedestrian-oriented environment. A trade-off for less landscaping could include requirements for more intense, better functioning landscaping. However, developments have to devote a significant portion of their sites (and lot coverage allotment) to surface parking in order to meet existing minimum parking requirements. Therefore, a higher lot coverage requirement will not necessarily

achieve the more urban feel that is desired along the River Road/Cherry Avenue corridors without reducing off-street parking requirements.

## **Setbacks**

Generally speaking, a small or no front yard setback creates a more urban and pedestrian-oriented environment. Exceptions could be made to increase the front yard setback where pedestrian-oriented uses—seating or a plaza, for example—are provided. In that vein, required front yard setbacks for commercial and mixed-use zones (and for non-residential uses in the RM zone) in the study area (Table 8) could be viewed as larger than desired for creating a more urban, pedestrian-oriented environment and implementing the goals and objectives of this project.

Approaches to this potential impediment could entail one or a combination of the following: reducing minimum front yard setbacks, establishing maximum setbacks,<sup>3</sup> or not allowing parking between the building and the street, which property owners may respond to by bringing the building up or close to the property line.

Other setbacks, in particular rear setbacks, can be a barrier to efficient, compact development, another element of the project's goals and objectives. For example, 20-foot rear setbacks are required in the RM zone, which would be more appropriate in a suburban setting than in an urban core corridor. The largest rear setbacks as recommended in the State of Oregon Transportation and Growth Management Model Development Code for Small Cities, 3<sup>rd</sup> Edition ("Model Code") are set between 10-15 feet in residential zones (depending on building height) and, in commercial and mixed-use zones, either at 0 feet or 10 feet (if adjacent to low-density residential zoning). Setbacks were manipulated in creating future development scenarios and can be considered for reductions in the implementation phase of this project.

## **Pedestrian Connections**

Pedestrian connections between the site and the sidewalk/street and, where appropriate, between adjacent sites are key to fostering pedestrian-oriented development and supporting the goals and objectives of this project. Existing code (KDC Sections 2.315.06.A and F) establishes requirements for such connections, including specifying these connections between sites and streets with transit stops or facilities within 600 feet. Thus, existing code should not act as an impediment, with perhaps the exception of providing more detail about the spacing/frequency of walkways through parking areas when connecting the site to the street or adjoining sites.

## **Parking**

Parking is a significant factor in implementing project goals and objectives in terms of where vehicle parking is located, the amount of vehicle parking that is required, and provisions for bicycle parking. Special provisions in existing code regarding the location and amount of vehicle parking are noted in Table 8.

### ***Location of Vehicle Parking***

Locating parking to the side and rear of buildings creates less of a barrier between buildings and the street, making for a more urban and pedestrian-oriented environment. As noted in the Setbacks subsection, prohibiting parking between the building and street can also have the effect of pulling buildings up to or close to the property line without having to necessarily reduce minimum front yard setbacks or create maximum setbacks. Currently, parking to the side and rear of buildings is not required in the zones in the study area except for the CO zone.

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<sup>3</sup> Maximum setbacks are not established in zones in the study area except a 10-foot maximum setback for property fronting Cherry Avenue in the MU zone.



### **Amount of Vehicle Parking**

Existing minimum off-street parking requirements (ratios): for key existing or potential uses in the study area including the following:

Single family	2 spaces per unit
Multifamily	1 space per 1 bedroom unit + 1 additional space for every 10 units or 1.5 spaces per 2 or more bedroom units + 1 additional space for every 10 units
Recreation facility	1 space per 200 square feet
Health services/offices	1 space per 350 square feet
General offices	1 space per 500 square feet
Personal services	1 space per 350 square feet
Retail	1 space per 300 square feet
Bulky retail	1 space per 900 square feet
Wholesale retail	1 space per 2,000 square feet
Eating/drinking establishment	1 space per 125 square feet

There are cases where spaces are not required for uses above the ground floor and just one space is required for residential units in some commercial and commercial/mixed-use zones, as shown in Table 8.

As discussed in the Lot Coverage subsection, barriers to more compact and efficient development include parking requirements. The Model Code provides some guidance for reductions to existing parking requirements, such as the following, although greater reductions may be needed to achieve more marketable, compact, and efficient development:

- 1 space per dwelling unit (where not already established);
- 1 space per 400 square feet for retail and per 1,000 feet for bulky retail;
- 1 space per 200 square feet for eating/drinking establishments; and
- 1 space per 300 square feet for recreation facility.

Reducing minimum parking standards and/or establishing maximum parking standards can be explored as part of implementation tasks in this project. These discussions can take into consideration existing provisions for parking flexibility, including the following.

- Reductions in parking requirements are permitted in the MU zone when demonstrated as appropriate in a parking analysis.
- Shared parking is allowed for commercial and industrial uses whose peak hours of parking usage are not the same.
- Parking in non-residential zones can be off-site within 500 feet based on a legal parking agreement.

### **Bicycle Parking**

Current bicycle parking code requires one bicycle parking space plus one space per 5% of required vehicle parking spaces for public, semi-public, commercial, industrial, park-and-ride, and multifamily uses. An adequate amount of parking is critical to promoting riding and creating a multimodal environment in line with project goals and objectives. A higher percentage should be considered (e.g., 10-20%) in order to provide adequate bicycle parking.

Basic location, dimension, and lighting requirements are established in the City's code. However, in order to provide adequately and attractively designed bicycle parking, long-term, more secure, and weather-protected standards should be explored.

## Building Standards

The building standards in this subsection have less to do with creating efficient, compact development and have more to do with creating the environment envisioned in the project goals and objectives. Building standards that are key to creating an attractive and pedestrian-oriented environment are summarized in Table 9 and are discussed below.

- **Building and entrance orientation and accessibility** – Buildings should be oriented towards the street (rather than towards parking lots) and entrances should be directly accessible from the sidewalk (and from intersections where applicable/possible). Existing code does not explicitly address building orientation in commercial and mixed-use zones, but does set pedestrian connection standards.
- **Ground floor uses** – Active ground floor uses help create activity and vibrancy on the sidewalk and street outside the use. Commercial and mixed-use zones do not currently require active ground floor uses. However, development standards in the MU zone fronting Cherry Avenue south of Manbrin Drive restricts residential use to 35-65% of the building floor area.
- **Glazing** – Related to active ground floor uses, a minimum amount of glazing (i.e., windows) provides transparency and a sense of activity and vibrancy. Three zones in the study area—the MU, CM, and CR zones—have minimum glazing requirements.
- **Weather protection** – Weather protection (e.g., awnings) should be provided at entrances and along building facades to encourage walking and increased activity at the street level. Other than in the RS zone, development standards for buildings in the study area require that walkways within three feet of the building frontage be covered.
- **Architectural detailing** – Architectural and façade detailing (e.g., articulation, building materials) lend to the visual interest and attractiveness of buildings. Existing code establishes some architectural detailing requirements, including window and façade standards (limited application), roof line standards, and building materials/colors. Additional requirements can be considered during the implementation phase of this project in order to more strongly distinguish the study area.
- **Height** – Building height can provide a sense of enclosure desirable in a pedestrian environment, while stepbacks in height at upper levels and other building mass detailing and variation can help break up the building and keep it from feeling imposing. Existing maximum height requirements should be sufficient to allow for greater density envisioned in the study area. Stepbacks for the upper floors of the potentially tallest buildings can be explored as needed during implementation tasks.

**Table 8 – Existing Site Standards, by Zone**

Zoning Classifications	Use Type	Min. Lot Size (sf)	Min. Density (du/ac)	Max. Density (du/ac)	Min. Setbacks (ft)	Parking	Min. Landscaping	Lot Coverage
<b>Single Family Residential (RS)</b>	Res.	4,000* - 5,000 *zero lot line	4	8	Front: 10' Side: 5' Rear: 14' to 20' **		30%	Max. 70%
<b>Medium Density Residential (RM)</b>	Res.	3,000* - 9,000 *attached both sides	6 to 8 *	10 to 22 *	Front: 10' Side: 5' Rear: 14' to 20' **		25%	Max. 75%
	Non-Res.	N/A			Front: 20' Side: 10' Rear: 20'			
<b>Mixed Use (MU)</b>	Res.	3,000* - 6,000 *attached both sides	8	24	Front: 10' (min. 5', max. 10' on Cherry Ave.) Side: 5' to 10' Rear: 14' to 20' **	Parking requirement reduction up to 10% allowed if served by transit related amenities (reduction also allowed through parking study)	Commercial: 15% MU: 20% Residential: 25%	<u>Max.</u> Commercial: 85% MU: 80% Residential: 75%
	Non-Res. / Mixed Use	N/A			Front: 10' Side & Rear: 0 adj to non-res.; 10' adj to res.			
<b>Commercial Office (CO)</b>	Res.	3,000* - 6,000 *attached both sides	8	24	Front: 10' Side: single family: 5'; other uses: match adjacent min. setback Rear: 14' to 20'	Located to side or rear (if side, 50% of frontage max.) No spaces required for uses above ground floor Res uses: 1 space/unit	Commercial: 10% MU: 15% Residential: 20%	<u>Max.</u> Commercial: 90% MU: 85% Residential: 80% <u>Min. for all:</u> 50%
	Non-Res. / Mixed Use	N/A			Front: 10' Side & Rear: match adjacent min. setback			

Zoning Classifications	Use Type	Min. Lot Size (sf)	Min. Density (du/ac)	Max. Density (du/ac)	Min. Setbacks (ft)	Parking	Min. Landscaping	Lot Coverage
<b>Commercial Mixed Use (CM)</b>	Res.	3,000* - 6,000 *attached both sides	8	24	Front: 10' Side: 5' Rear: 0' (match adjacent min. setback)	No spaces required for uses above ground floor Res uses: 1 space/unit	Commercial: 10% MU: 15% Residential: 20%	<u>Max.</u> Commercial: 90% MU: 85% Residential: 80% <u>Min. for all:</u> 50%
	Non-Res. / Mixed Use	N/A			Front: 10' Side & Rear: 0 (match adjacent min. setback)			
<b>Commercial Retail (CR)</b>		N/A	N/A	N/A	Front: 10' Side & Rear: (match adjacent min. setback)	No spaces required for uses above ground floor Res uses: 1 space/unit	10%	Max.: 90% Min.: 50%
<b>Commercial General (CG)</b>		-	-	-	Front: 5' Side: (match adjacent min. setback); street side: 5,' or 20' adjacent to collector or arterial Rear: (match adjacent min. setback, 0' for CG)	-	10%	Max.: 90%

\* Lower or higher density standards apply to land designated as Medium Density Residential or Medium-High Density Residential on the Comprehensive Plan Map respectively.

\*\* Lower or higher setbacks apply to one-story or two-story buildings respectively.

**Table 9 – Existing Building Standards, By Zone**

Zone	Building / Entrance Orientation	Glazing	Weather Protection	Architecture Detailing / Articulation	Max. Height
<b>Single Family Residential (RS)</b>	Primary façade must face front lot line			<ul style="list-style-type: none"> <li>Front façade and garage/ carport design standards for single family housing</li> <li>Off-sets and recesses design options for primary facade</li> </ul>	35'
<b>Medium Density Residential (RM)</b>	No standards specific to orienting building and entrance to sidewalk/street. For connections to the sidewalk/street, see Pedestrian Connections subsection.		Walkways within 3' of a building frontage must be covered by a building overhang or awning	<ul style="list-style-type: none"> <li>Front façade and garage/ carport design standards for single family housing</li> <li>Limits on building façade area and horizontal separation of multiple facades facing street or common building line with RS zone</li> </ul>	Res: 35' Non-Res: 50'
<b>Mixed Use (MU)</b>		Min. 50% of ground floor wall area		<ul style="list-style-type: none"> <li>Front façade and garage/ carport design standards for single family housing</li> <li>Building material variation, off-sets, or wall area separation/ projections every 30'</li> </ul>	50'
<b>Commercial Mixed Use (CM)</b>		Min. 50% of ground floor wall area		<ul style="list-style-type: none"> <li>Building material variation, off-sets, or wall area separation/ projections every 30'</li> </ul>	50'
<b>Commercial Office (CO)</b>					50'
<b>Commercial Retail (CR)</b>		Min. 50% of ground floor wall area		<ul style="list-style-type: none"> <li>Building material variation, off-sets, or wall area separation/ projections every 30'</li> </ul>	50'
<b>Commercial General (CG)</b>					50' *

\* Required setbacks must be increased one foot for every foot that the structure height exceeds 35 feet.

**Note:** Several design standards that promote pedestrian-friendly design are found in Section 2.315 Development Standards. This section applies to all new development (except residential buildings with three or fewer dwelling units); certain design standards apply only to CM, CR, and MU zones.



## Frontage Improvement Requirements

Ensuring that there is a clear process for requiring frontage improvements during the development application process aligns with project goals and objectives regarding excellent public facilities and an accessible multimodal transportation system. This includes setting clear thresholds for when improvements are required and establishing robust alternatives to constructing the improvements at the time of development if that timing is impractical.

Currently, the KDC includes frontage improvement requirements for partitions and subdivisions. However, it is not clear what frontage improvements would be required for development and redevelopment in the study area, if it is not a partition or subdivision; the Street Standards section states that the section does not apply “in existing developed areas of the City.” More clearly establishing that frontage improvements are required and what frontage improvements are required (e.g., providing sidewalks and street trees to standard and dedicating right-of-way to standard) will help address this potential impediment. Frontage improvement requirements could be modeled after requirements in the partition and subdivision sections. Alternatives to providing physical improvements at the time of development could be further explored and expanded to include not just waivers of non-remonstrance but deferrals and fees-in-lieu.

In terms of other multimodal frontage improvements, it should be noted that there is an existing transit requirement in the Development Standards section of the KDC. New retail, office, and institutional buildings at or within 600 feet of an existing or planned transit stop must provide stop amenities or a connection to the stop where the transit agency has specified a needed improvement. Refinements of this requirement (e.g., more specificity about what types of amenities may be required or that the improvements must be identified in an adopted plan) can be explored as part of the implementation phase of this project.

## Code Structure and Administration

### Use Standards

A potential impediment related to use regulations is that the KDC regulates uses by providing lists of specific uses that are permitted, conditional, or prohibited in each planning district. In some cases, there are no corresponding definitions for the uses in the KDC (users are referred to the Standard Industrial Classification (SIC) manual for commercial and industrial use definitions). The list of uses is relatively concise for residential planning districts, as development is primarily regulated through development standards such as minimum lot size, setbacks, and density. The lists of uses for commercial, mixed-use, and industrial planning districts, however, are long and unwieldy.

The existing approach to use standards has two primary disadvantages:

- The list of uses is not user-friendly. The user must review a long and detailed list of uses before determining that use which most closely corresponds to a proposed use. The narrow descriptions of the proposed use may leave some users uncertain if a proposed use is sufficiently similar to a listed use.
- The system is somewhat inflexible. Only the named uses are permitted, and a proposed use which might be appropriate for the zone but does not match a use in the list would be prohibited. For commercial and industrial uses, this inflexibility may be exacerbated over time as new products, services, and business models are not reflected in the list of uses.

These disadvantages may serve as impediments to redevelopment within the study area as they might make the development process more complicated and uncertain.

## **Multiple Mixed-Use Zones**

While there is overlap between all five commercial and mixed-use zones that are focused on in this section of the report, there is significant overlap between the MU zone, the CM zone, and the CO zone, which all allow for mixed uses. This overlap and potential lack of clarity about what differentiates these zones may not significantly deter development applicants, but may lead to confusion. Clarification of these zones—whether through consolidation or greater differentiation—may help ease the development process both for applicants and administrators.

## **Design Standards and Guidelines**

An impediment to getting the type and aesthetic of development that may be desired in the study area can be lack of distinctive design standards or guidelines for development. This idea is further discussed in the Implementation Measures section. Options for building upon existing design standards in the Development Standards section of the KDC, creating new standards specific to the study area as a new section in the KDC, and adding more discretionary design guidance (guidelines) specific to the study area can be explored, as can the potential relative cost burden of design standards.

## **Application Procedures**

Generally, existing application procedures should not constitute an impediment to implementing project goals and objectives. The City of Keizer processes conditional use and development review applications with Type I procedures; administrative procedures are carried out through staff review and decision.

Cottage cluster development involving the creation of lots or cottage cluster development in the RS zone (regardless of whether lots are being created) is subject to Type II-B review, a quasi-judicial process in which the Planning Commission is the discretionary review and decision body. While this level of review may be appropriate for cottage cluster development criteria, what may be more expeditious for getting these and other innovative housing development types approved can be further explored as part of implementation.

## 4. Potential Implementation Measures

One of the primary ways that Keizer can move closer to its vision and goals for the Revitalization Plan study area is to adjust its plan policies, zoning districts, and Development Code regulations. Section 1 of this memo discusses how potential modifications to development standards and allowed uses (“efficiency measures”) and “upzoning” of properties can lead to different development outcomes. This section of the memo proposes potential implementation measures that the City could consider to address the impediments discussed in the previous section. The intention is to identify strategies that will help achieve more redevelopment and accommodate more growth within the study area (as modeled in the Scenarios 2 and 3 in Section 1), as well as to move closer to project goals for fostering a thriving, attractive, and pedestrian-friendly commercial core.

Allowing more growth and enhancing the River Road/Cherry Avenue corridors through enhanced design of public and private spaces is expected to produce a virtuous cycle. By allowing denser, more compact development, new residents will support the commercial core by visiting businesses and creating more activity. Increased activity and new attractive development with a more urban feel make an area more desirable, and thus higher rents are possible. With higher rents, different building types (e.g., mixed-use buildings) can be developed, which in turn make the area more desirable. This is why it is important to address not only the existing regulatory capacity for development, but also the regulations and investments that will enhance the area’s aesthetics and pedestrian orientation and functionality.

The discussion of potential regulatory implementation measures looks at both conventional zoning approaches and more innovative approaches, including performance-based zoning and form-based code. Potential measures are also assessed in terms of their practical, financial, and market suitability.

### 4.1 Performance-Based Development Code

An alternative to the traditional, conventional zoning method, performance-based zoning regulates development by setting the *desired goals or targets* to be achieved by regulation rather than regulating *how* those targets are met. Instead of restricting specific uses on a property, performance requirements allow any use that meets the set standard. In the case of a performance-based zoning project in Fremont, California, a target number of jobs, number of housing units (including affordable housing units), and low carbon footprint standards were set for an approximately 900-acre parcel anchored by a planned BART station. The project is not subject to typical use standards and other development standards; the applicant must determine and demonstrate how they will meet the targets and standards.<sup>4</sup> This approach to development regulation is an attempt to address the same goals desired by traditional zoning ordinances, such as environmental protection, neighborhood character, traffic control, etc., but with a greater amount of flexibility.

#### Assessment

While clearly innovative, performance-based zoning has a number of limitations. It seems most appropriate for the master planning of large, discrete sites under a single ownership (as is the case with the Fremont example discussed above). Since few such sites are available within the study area, performance-based zoning may not add much value in terms of increasing development potential. Due to its great flexibility, this approach may also require significant staff capacity to administer (i.e., evaluate whether the applicant will indeed meet adopted targets and standards and monitor applicant performance), and may be too unpredictable for applicants. As a radical departure from the City’s current code, performance-based code would likely be costlier to develop, in terms of the staff time and public process required, and may be more challenging politically. Community members may find the unpredictability of outcomes disconcerting.

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<sup>4</sup> <https://www.citylab.com/equity/2014/08/braving-the-new-world-of-performance-based-zoning/375926/>

From the market perspective, these can add flexibility for developers to come up with their own solutions within the set parameters. Added costs may come from the time and effort needed for the developer and architect to navigate this less familiar form of code. The performance measures must be carefully calibrated to remain feasible (i.e. not require an unrealistic number of housing units or jobs) or it becomes restrictive, rather than adding flexibility. It should also be noted that zoning is limited in its ability to directly impact job creation; rather, zoning impacts the creation of real estate space that can accommodate new jobs.

While this code approach may not be very suitable for this study area and planning project, other communities have included some performance standards in their conventional zoning structure. The idea of creating targets for the study area, or parts of the study area, can be further explored as part of implementation tasks. Another option could be to incorporate a menu and points-based system for meeting selected code provisions that effectively represent targets for specific types of design or other development characteristics.

## 4.2 Form-Based Development Code

A form-based development code (typically referred to just as “form-based code” [FBC]) uses physical form rather than emphasis on and separation of uses as the organizing principle for the code. The primary concern with this approach is how a development looks, functions, and relates to the street or other public spaces, rather than the specific use of the site. FBC is often associated with the New Urbanist movement and Traditional Neighborhood Development (TND). TND emphasizes compact, mixed-use, and pedestrian-oriented development, as well as human-scale design, town and neighborhood centers, public spaces, civic uses and other features that foster a sense of community. These concepts have become pretty well integrated into the current approach to zoning in many Oregon cities. Form-based code is one regulatory approach to implementing the concepts embraced by TND.

Form-based code is often applied to limited areas where a certain style of development is desired—such as transit-oriented development where compact, pedestrian-scaled development is prioritized, and a mix of uses is welcome. The approach has also been applied to entire cities, as is the case with Denver’s citywide FBC, which was adopted in 2010. Elements of FBC—such as required build-to lines, minimum glazing, and prescribed architectural styles—have also been incorporated into cities’ existing zoning code as design standards or guidelines. There is a spectrum of implementation options when it comes to FBC.

The Form-Based Codes Institute recommends that an FBC, at a minimum, consist of the following:

- A regulating plan
- Public improvement standards
- Building standards
- Administrative procedures
- Definitions

Optional code elements include architectural standards, signage standards, environmental resources standards, landscaping standards, and annotations/illustrations.<sup>5</sup>

### Assessment

Form-based code offers many advantages that may be appealing to Keizer. For one thing, FBC’s focus on development form may be well-suited to meet many of the project objectives that have to do with the appearance and function of development in the study area. These include the creation of centers along the corridor; attractive, distinctive identity; spaces for gathering; enhancing small-town character; and mixed-use development. FBC is also intended to be highly legible for users, with prescriptive design

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<sup>5</sup> <https://formbasedcodes.org/definition/>

standards illustrated by clear graphics. This contrasts with many municipalities' conventional zoning codes, in which it can be very challenging to envision how development will appear once all the standards are applied.

A major drawback to FBC, however, is that it can often require a massive public effort to develop. The code is typically lengthy and highly detailed, with many illustrative graphics. For example, the Form-Based Standards for the Highway 99 Overlay District in Clark County, Washington is 170 pages in length. The sheer amount of code required is also likely to make it costlier and more challenging to administer. Because of these drawbacks, similar to performance-based zoning, adopting new form-based code for the study area may be politically challenging. In terms of legality in Oregon, there should not be particular concerns, and there are a number of precedents in other cities. For example, the City of Wilsonville recently adopted the Coffee Creek Industrial Area Form-Based Code in February 2018 and APG assisted the City of Eugene in preparing a form-based code chapter for the Walnut Station Area (near Franklin Blvd) in Eugene.

From the market perspective, form-based codes can add costs in the time and effort needed for the development team to interpret long or complicated codes. These added soft costs may make some development less feasible. Also, FBC must be carefully written to avoid unintended consequences of the required design elements being overly restrictive of the form and function of the underlying building.

Short of creating new KDC sections that are pure form-based code, there is an opportunity to emphasize building and site standards and provide higher levels of illustration/annotation in amendments that may be made to the KDC as part of implementation of the Keizer Revitalization Plan. These potential revisions to the KDC are discussed below.

## 4.3 Existing Development Code

In lieu of developing completely new performance-based or form-based code for the study area, the City may choose to make targeted improvements to the existing KDC. There are a range of resources available to aid in this effort including Transportation and Growth Management (TGM) publications. There are several approaches that the City could take in working with the existing code. These include amending or restructuring existing zones, creating a new overlay zone, and rezoning portions of the study area. In addition, the City could add or refine design standards and guidelines, or potentially add a new adjustment procedure. These approaches are discussed below.

### Amending/Restructuring Existing Zones

#### Scenario Outcomes

In the scenario modeling that was summarized in Section 1 of this memo, Scenario 2 implemented various "efficiency measures," modifying or relaxing zoning standards in certain areas to allow either more intense development or a greater range of housing options. Targeted tweaks to zoning standards yielded fairly significant results; the alternate future modeled in Scenario 2 accommodated 1,705 new housing units, compared to 889 units modeled for the Baseline Future. By imposing fewer constraints on sites, it is not only possible to build larger buildings, it is also possible to accommodate building types that would not be feasible in existing zones. For example, in the CM zone, changes to the setbacks, lot coverage, and density allowed Scenario 2 to develop with 3-story mixed-use buildings, which would not be financially feasible in the Baseline Scenario. Similarly, in the MU zone, Scenario 2 allowed for both 3- and 5-story mixed-use buildings; five stories would not be possible with the current 50-foot height limit in the MU zone. In the RS zone, changes to minimum lot size allowed development of townhomes, cottage homes, and "skinny lot" single-family homes—thereby accommodating many more housing units in the single-family zone.

The efficiency measures that made the most significant changes to outcomes in Scenario 2 were: reducing setbacks; reducing parking requirements; reducing landscape requirements; and allowing



greater residential density. In order to achieve these efficiency measures, the KDC could be amended to modify development standards for the existing zones within the study area. Possible amendments to site development standards are discussed below.

### **Site Development Standards**

Since they made the most significant changes to outcomes in Scenario 2, setbacks, landscaping, parking, and density standards should be considered for potential amendments. The goal for those changes would be to allow more compact, efficient development, and to allow a wider variety of building types, including more urban-style mixed-use development. In addition, the impediments to meeting goals for a pedestrian-oriented environment (as discussed in Section 3.5) should also be considered in potential amendments to the KDC. These standards are elaborated below.

#### **Setbacks**

The assumptions for the development types used in Scenario 2 generally included 5-foot front, side, and rear setbacks for multifamily development and 0-foot setbacks for mixed-use development; this would not be allowed by the current zoning code. While the City may not wish to reduce setbacks to this extent, even smaller reductions could yield significant results. Front and rear setbacks are of particular interest. In the MU, CM, and CO zones, the minimum front setback is 10 feet; this may not foster the type of active frontage that is engaging to pedestrians. The City could consider reducing this minimum to 0 or 5 feet. The City could also establish a maximum front setback to ensure that buildings are sited closer to the sidewalk. As discussed below, these modifications could be made for entire zones, or only within certain areas.

In the CM, MU, and CO zones, the rear setback for multifamily buildings is 20 feet. For commercial or mixed-use buildings adjacent to a residential zone, the minimum rear setback is equivalent to the rear setback for the adjacent zone. Because the commercial zoning in the study area is relatively narrow in many places, there are a lot of CM/CO properties that are adjacent to RS or RM zones, and therefore are required to have 14-20 foot rear setbacks. The intent of the larger rear setback is to create a buffer between commercial and residential properties; however, landscape buffers are already required adjacent to residential uses. A different approach could be to require transition features (such as building setbacks) when commercial/mixed-use development is adjacent to residential uses.

#### **Minimum Landscaping**

The Scenario 2 efficiency measures included reducing the landscaping coverage assumptions—typically to 25% for single-family townhomes, 15% for multifamily buildings, and 5% for mixed-use buildings. The KDC's existing landscaping standards would require 30%, 25%, and 15-20% landscape coverage, respectively, for these development types. When combined with other requirements, like minimum parking, this seriously limits the development potential of sites, and may not be desirable for portions of the study area where a more urban feel is desired. The Model Code recommends minimum landscaping of 10% for single- and multifamily residential development and 5-10% for commercial and mixed-use zones. The City should consider amending all of the applicable zoning chapters to reduce minimum landscaping, perhaps in combination with heightened landscape design standards, to ensure that attractive plantings are still provided. These changes would be complementary to the changes in setbacks noted previously.

#### **Density and Lot Size**

Scenario 2 assumed a level of residential density that would not be allowed by today's KDC. The highest density for the existing zoning is 24 units per acre in MU, CM, and CO zones. This generally limits multifamily development options to garden-style apartment buildings, which is not particularly urban and may not foster the level of activity that is desired for the study area. The development scenarios included densities of up to 99 units per acre for a 5-story multifamily building. While this may be overly high, the City might consider amending the KDC to allow higher densities than it currently allows. Maximum density is also established by Keizer's Comprehensive Plan, so accommodating higher densities may also necessitate amendments to the Comprehensive Plan map, depending on the location of the desired

changes. Ultimately, the maximum amount of density possible for multifamily developments is driven more by a combination of setback, height, parking, lot coverage and landscaping requirements. As a result, density requirements are not particularly necessary or relevant for multifamily housing. Imposing density requirements also can preclude development of smaller units which may be more affordable and desirable for certain households.

The City may also consider amending minimum lot sizes to allow “skinny lot” single-family housing (e.g., homes on lots that are 25 feet by 100 feet). This development type is an alternative to zero-lot line townhomes and has been a popular approach to adding density in single-family areas in cities like Portland.

## **Parking**

For the Baseline Scenario, the effective parking ratio for residential uses was typically assumed to be 1.7 spaces per unit. This is actually a bit higher than what the KDC requires, and is based on assumptions about what is marketable in Keizer, rather than what is allowed. For multifamily housing, the KDC requires a minimum parking ratio of 1.1 to 1.6 spaces per unit, depending on the number of bedrooms in each unit. This is reduced to only 1 space per unit for residential development in the CM and CO zones. The latter is in line with the Model Code, which recommends a parking ratio of 1 space per dwelling unit. Even so, where parking is accommodated with surface lots (which is typical with medium-density multifamily development and in areas where land values are moderate), it can occupy 30% to 40% of a site. In lieu of amending the parking chapter of the KDC, the City may consider allowing reduced parking ratios within certain zones, or in certain portions of the study area, beyond the reduction currently allowed for transit access and parking demand studies. Reduced ratios also could be allowed in exchange for implementing approaches to encourage active transportation or transit uses, providing housing units affordable to lower income households, and/or providing other community benefits.

In addition to parking ratios, the City may consider location requirements, to prevent parking from being located between the building and the street. As noted in Section 3.5, locating parking to the side and rear of buildings creates less of a barrier for pedestrians and creates a more urban environment. Currently, parking to the side and rear of buildings is not required in the zones in the study area except for the CO zone.

The Impediments section of this memo also noted that the City’s bicycle parking standards may be inadequate to promote riding and to create a multimodal environment in line with project goals and objectives. The City should consider increasing its minimum bicycle parking to at least 10-20% of vehicle parking (as opposed to the 5% currently required).

## **Building & Site Design Standards**

The preceding sections discussed modifications that could be made to Keizer’s existing Development Code in order to achieve the type of efficient, compact development that was modeled in Scenario 2 and that meets project goals and objectives. Beyond those measures, a number of site and building design standards should be considered that support a pedestrian-friendly environment by providing plenty of interest and activity at the sidewalk. Section 3.5 summarizes five key design standards that are key to creating an attractive and pedestrian-oriented environment: building orientation and accessibility, ground floor uses, glazing, weather protection, architectural detailing, and height. The KDC already requires the following:

- **Weather protection** in all zones – awnings required along all storefronts abutting a sidewalk.
- **Glazing** in MU, CM, and CR zones – minimum 50% of ground floor wall area.
- **Architectural detailing** in MU, CM, and CR zones – variation every 30 feet, in terms of building materials, building offsets, or projections/recesses.

This is a good start toward pedestrian-oriented design, but could be supplemented with the following:

- **Building and entrance orientation and accessibility** – Require buildings to be oriented towards the street (rather than towards parking lots) and require entrances to be directly accessible from the sidewalk (and from intersections where applicable/possible).
- **Ground floor uses** – Require active uses such as retail, restaurants, and cafes on the ground floor.
- **Height** – Require minimum building height to provide a sense of enclosure for the street. Even single-story buildings could have a minimum height that reinforces the street wall and provides flexible ground floor spaces for tenants.
- **Frontage occupancy** – Frontage occupancy standards could be applied in tandem with maximum setbacks to establish a minimum street frontage that is occupied by a building.
- **Landscape design standards** – If minimum landscape coverage requirements are reduced, as discussed above, the City may choose to apply heightened landscape design standards, in order to ensure that attractive plantings are still provided.
- **Opportunities for courtyards, plazas or other gathering spaces** – At a minimum frontage or other standards should not preclude creation of open, outdoor gathering spaces and a maximum, code requirements could require or provide incentives for such spaces and specify the types of amenities that should be included within them.

These requirements could be added to the Development Standards chapter of the KDC (Chapter 2.315), or could be added to the zoning chapters themselves.

### Special Standards for Designated Centers

Some of the possible zoning code amendments discussed here may not be appropriate for entire zones. It may be preferable, for example, to allow higher-intensity development and to establish higher site and building design standards within designated “centers” along the corridor. This is in line with the project goals and objectives. Likely centers that have been established by previous efforts, like the River Road Renaissance Plan, include the intersections of River Road and Lockhaven Drive, River Road and Chemawa Road, and the confluence of River Road and Cherry Avenue.

The KDC already includes some provisions that only apply to properties near the intersection of River Road and Chemawa Road. The Commercial Mixed Use (CM) and Commercial Retail (CR) zoning chapters prohibit certain auto-oriented uses (such as gas stations and drive-through restaurants) for properties with frontage on River Road or Chemawa Road in this area. The Mixed Use chapter of the KDC also applies special standards to MU-zoned properties fronting on Cherry Avenue south of Manbrin Drive. For these properties, the minimum setback is 5 feet and the maximum setback is 10 feet, and sites are required to devote between 35-65% of floor area to residential uses.

The City could choose to use similar locational provisions to apply certain standards to properties within selected development centers. Alternatively, these standards could be applied in a zoning overlay as discussed below.

### Overlay Zone

An alternative to making targeted amendments to existing zoning districts in the KDC is to establish a new overlay zone for the study area. An overlay is a zoning district that is applied over one or more previously established zoning districts, establishing additional or stricter standards and criteria for covered properties in addition to those of the underlying zoning district. Overlay zones are common approaches for implementing subarea or district plans where a set of goals and policies can be implemented across an entire area. An overlay zone could include any of the modifications to development standards discussed above; it could apply modified setback, landscaping, density, and parking requirements, as well as applying specific site and building design standards to properties within the study area. It could also modify use standards to allow additional housing types, while limiting uses that are incompatible with a pedestrian environment (such as auto-oriented uses). An overlay would allow the existing zones to remain unchanged outside of the study area, if that is what is desired.

One option to explore is establishing a tiered overlay zone, with some standards that apply across the entire study area and others that apply only to designated centers. This way, it may be possible to focus pedestrian-oriented standards to centers while allowing more flexibility for the remainder of the corridor. For example, properties within centers could be subject to stricter design standards, maximum setbacks, frontage occupancy standards, and lower parking ratios, and could be allowed to develop to a higher intensity than the rest of the corridor.

Overlay zoning may also be an effective approach to addressing the City's concerns about the width of the commercial/mixed-use zoning along the River Road/Cherry Avenue corridors, as discussed in Section 3.5. As noted in that section, there are some segments of the corridor where the commercial/mixed-use zoning is only one to two parcels deep and hemmed in by adjacent single-family zoning. An overlay zone may allow a bit more flexibility on the edges of the single-family zone. Adjusting the allowed uses and certain development standards within a limited area could create more of a transition to the higher-intensity commercial corridor and allow additional development along its edges.

It should also be noted that an overlay zone would be a natural means for applying elements of form-based or performance-based code to the study area.

## Rezoning

In the scenario modeling, Scenario 3 went beyond Scenario 2 by not only implementing various efficiency measures, but also by upzoning strategic parcels to allow greater development intensity. Upzoning included allowing townhomes or an additional housing unit on single-family sites; rezoning some single-family properties near arterials and collectors to allow multi-story multifamily buildings; rezoning a number of RM properties for mixed-use development; and converting some industrial properties to mixed-use. The changes made in Scenario 3 resulted in a significant increase in the amount of housing—2,469 units, compared to 1,705 units in Scenario 2.

In order to see the growth modeled in Scenario 3, properties would need to be rezoned. It may be possible to achieve this through an overlay zone, as discussed above, but it may also be achieved through strategic rezoning of properties within the study area. The likely approach would be to upzone properties by one tier—for example, RS to RM and RM to MU. Areas targeted for potential rezoning would be around designated centers and could include some of the single-family properties bordering the commercial/mixed-use zones.

## Development Requirement Flexibility

### Design Standards and Guidelines

In order to achieve aesthetics desired in the study area, building design standards specific to the study area may be incorporated into the implementation options discussed in the previous subsections (e.g., modifying existing zones and creating a new overlay zone). In order to also provide for flexibility in how design goals are met, there is the option to create a discretionary set of design guidelines. Developing and administering the guidelines may involve significant staff time and capacity and may elevate the application procedure type. However, the flexibility can be highly valuable to developers and attract more development. Use of design guidelines would have to be optional for residential uses, given state requirements for clear and objective standards for such uses. For those uses, use of design guidelines would represent a “two-track” approach.

### Adjustment Procedures

An alternative to creating a distinct set of design guidelines for the Keizer Revitalization Plan study area is to allow for more development requirement flexibility through an adjustment procedure. The City has variance procedures, which tend to set a high bar in requiring that “hardship” be demonstrated; the City does not have adjustment procedures. Adjustment procedures are intended for smaller modifications of numerical development standards and may allow for modification of a broader set of development

standards, not just numerical ones. An adjustment procedure would be a new procedure, ideally an administrative Type I procedure so as not to be seen by developers as onerous.

### **Assessment of Zoning Approaches**

Each of the approaches discussed here—amending existing zones, overlay zoning, and rezoning—has its own advantages and disadvantages. Each has the potential to implement the goals and objectives of the project to some degree, though overlay zoning and rezoning offer greater potential for adding development capacity, as modeled in Scenario 3. Overlay zones have the advantage of tailoring regulations to a specific area to meet specific community goals. In terms of legality in Oregon, each of these approaches has been established as feasible and legally defensible, with countless precedent examples. However, care must be taken with overlay zoning and rezoning so as not to violate the "uniformity clause" of the Standard State Zoning Enabling Act by ensuring that all similar properties are treated similarly.<sup>6</sup>

In terms of challenges to adoption, rezoning would likely face the steepest challenges to community and political acceptance. Because of the targeted nature of potential rezoning, it would affect some property owners in the study area and not others. While some owners may cheer the increased development potential of their sites, any upzoning of single-family areas is likely to be controversial. Any constraints imposed by heightened design standards is also likely to face opposition. As a result, the public process for rezoning may be lengthier and costlier than for the other options.

Regarding administrative costs for the development approval process, overlay zoning can create inefficiencies by applying regulations and restrictions to some properties and not others. It can also increase time and expense both for developers and for the City, as they will be required to review multiple sets of standards and determine which apply to a given property.

From the market perspective, the private sector is not flocking to Keizer to build new apartments/condos or office buildings. The types of development shown in the Baseline Scenario are buildable within Keizer today and in near-term years. Scenario 2 relied on opening up some regulatory barriers to make some types of development more feasible. However, the higher level of growth, exceeding the forecasted demand for the area, is reliant on enhancing place to attract people looking for the special and rare small "urban" city. It is still of question if the market can absorb the full number of units projected in any of the scenarios. Again, doing so relies on increasing the desirability of the urban portions of Keizer to where they attract people that might otherwise be looking elsewhere.

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<sup>6</sup> <https://www.planning.org/divisions/planningandlaw/propertytopics.htm>



## 5. Investments in Public Facilities and Services

This gap analysis has identified a number of barriers to development. It has suggested ways in which policies or regulations could be altered to both remove barriers and ideally incentivize the right kind of growth in the right places. As the process moves forward, the next steps include identifying proactive ways in which the City can encourage the private sector investments that will be required to build the desired future. Keizer's leaders will need to determine how much to spend in support of these outcomes, and then on the value of the investments themselves.

Growth within the study area, as it is heavily reliant on redevelopment of lands in close proximity to existing infrastructure, requires much less investment in such public infrastructure than similar amounts of growth in areas whose land supply is predominately vacant. Public investments in sewer and water are sometimes used for new growth areas. No such investments have been identified for this area.

There are several avenues where public investment in urban areas such as this can prove valuable. A few notable options include:

### Placemaking

Ultimately it will be the desirability of Keizer's core that brings people and the investment to town. As areas become more urban, the aesthetic of place becomes more important. Examples from semi-recent urban renewal projects demonstrate how changes to a streetscape can improve the look and feel of an area. The highly successful investments aim to enhance and sometimes expand the public realm.

- Streetscape designs that fosters walking and outdoor dining attracts people and sends a message to the development community that the City is open for business.
- Plazas or other public gathering spaces not only look good, but they serve as valuable open space and expand the range of park spaces to include urban hardscape that is often a key supporter of development.
- Civic buildings such as Keizer's civic center communicate much about a city. Are other city buildings needed? Are there candidate locations along River Road where a beautiful and functional building could help define a space?

### Transportation

- Conventional investments in auto and bus travel are identified in the TSP. Their goal is predominantly to facilitate safe and efficient movement. Enhanced design of these facilities, be it artful walls or paving treatments, or pleasing landscape elements can turn a functional design into a special enhancement. Consider for example the Woodburn overpass along I-5. Purposeful landscaping, artful design and colored lighting turn an ordinary concrete structure into a gateway.
- Multi-modal opportunities abound. Vibrant commercial areas allow people to park their car once, if they brought it at all, and fulfill the rest of their needs on foot, bike or transit. Sometimes these are called "park once" districts. Common features include prominent non-auto circulation facilities (sidewalks, pathways, re-designed intersections), wayfinding, transit stations, and creating new roadways in order to remove multiple curb cuts as described in the TSP.
- New technology is playing a larger role in urban placemaking. Many of the investments in new technologies are investments in staff time rather than physical property. More and more cities are using car and bike share and e-scooters to solve some of the transportation gaps. A person in Keizer may have great access to work via the bus. Bikeshare, e-scooter a short-term car rental may be all that is needed for them to live car-free, saving thousands per year that they can use for other, more important things.

### Parking

Parking is the life and death of business districts; too much and they suffer, too little and they cannot attract investors. New technologies and a shift to online shopping are starting to erode the need for parking. However, parking will not disappear tomorrow. Civic investment in parking facilities is one of the ways to enable more efficient land development and improve a streetscape. If, for example, a city lot one

block behind a main street were available for parking, businesses could build out their full frontage of River Road or Cherry Avenue, enhancing the public's experience while also putting their taxable land to better use.

### **Development Partnerships**

Development Partnerships are instrumental in spurring along development projects in a soft market. Developers and their bankers rarely want to be the first one to the party. They are much more interested in developing in a new style, such as mixed use, and in an area that is new to them when they see that others are profiting from similar projects. One of the best ways to partner with developers is to buy land. If a city owns land, it can subsidize development without taking large risks, or expensing significant capital. These partnership projects often act as catalysts spurring on other projects in the area.

### **Economic Development**

Economic Development departments are common among medium size and larger cities. Dedicated professionals spend their time working with the larger business community, recruiting investors in the City. Some cities choose to hire out these services as well.

As this project moves forward we look to the Advisory Committee, Planning Commission and City Council to help us identify the places they would like to see public investment.

## 6. Implementation Steps

### 6.1 Potential Code Amendments

The implementation steps necessary to complete the potential code amendments discussed in the previous section would depend on which zoning approaches are selected. However, we can assume that any amendments would include the following steps:

1. Determine scope and or phasing of amendments. This may include:
  - a. Code amendments – amend existing KDC chapters and/or creating new chapter(s)
  - b. Comprehensive Plan amendments – map and/or text amendments
2. Create a public involvement strategy
  - a. CAC, public meetings, events, and communications
3. Develop draft Comprehensive Plan map and/or text amendments
4. Develop draft amendments to KDC
  - a. This will require preparation of a new code section, with review by staff, the Planning Commission, Council and possibly other stakeholders or community members. The amount of time to complete this effort will depend in large part on the scope of the proposal and the level of public involvement.
5. Initial Public Involvement
  - a. Early communication with affected neighborhoods will determine the amount of public outreach needed.
6. Revise draft KDC and/or Comprehensive Plan amendments
7. Additional Public Involvement
8. Adoption by Planning Commission and City Council

### 6.2 Potential Investments

Following identification of specific programs, capital projects, catalytic projects and investments they must be assessed for expected level of effort, costs, and likely results then sorted by priority and feasibility. One approach we suggest is to develop a flexible plan that is proactive as needed, yet responsive and therefore adaptable to changing conditions and circumstances. The draft project list is proposed to be organized into categories.

#### **“Do Now” Leading catalytic projects**

Are infrastructure and open space projects that are necessary to catalyze and support new development along and adjacent to our arterial street fronts. These can include new programs such as the establishment of an economic development team, policy and zoning code changes, or a specific property acquisition. Some may be landmark, such as a recreation center or new plaza while others, such as livable street upgrade could be district-wide. These project would be limited to within the project study area.

#### **“Do When” Community infrastructure projects**

These are improvements to an entire system that benefit all residents and employees in the area and those who come to visit. These will follow the catalytic projects and continue throughout implementation. Examples could include new transportation or infrastructure investments such as those programed in the TSP or additions of public open space as funds become available. These projects can extend beyond Keizer’s core, recognizing that large systems such as transportation or stormwater have both local and citywide effects.

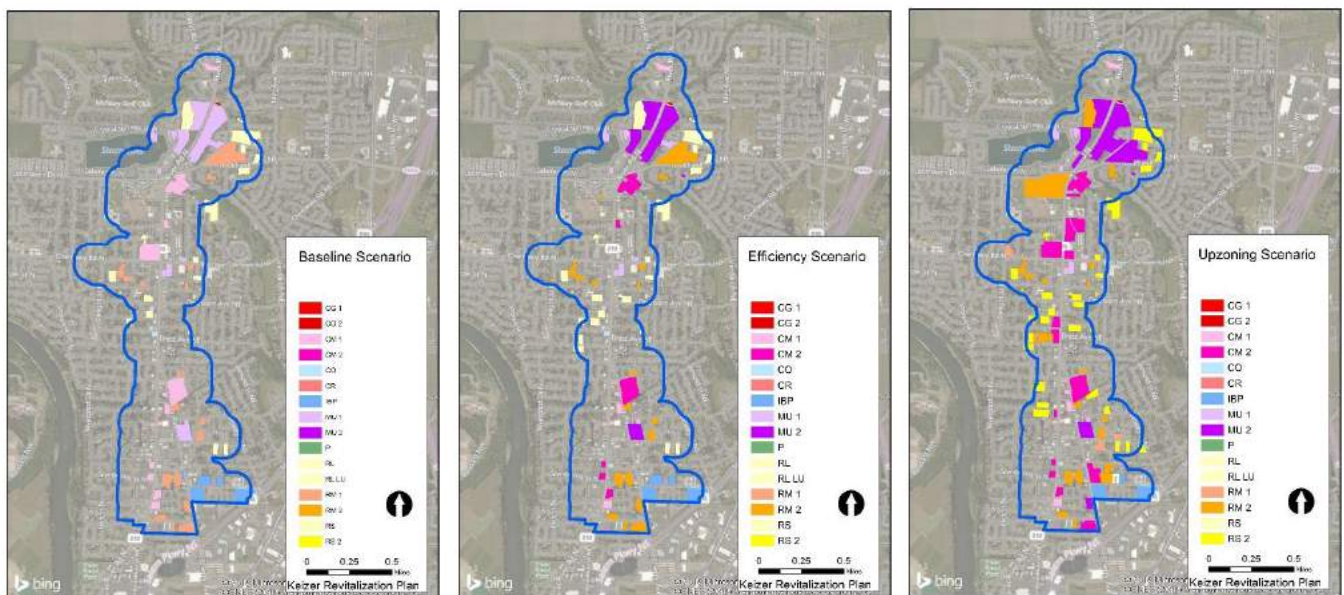
#### **“Do If” Co-investment projects**

Projects directly tied to redevelopment on private properties. These projects are contingent upon partnerships with willing property owners and developers to move forward, usually through negotiated

development agreements. Many cities use tax increment financing for these which is not currently available in Keizer. These types of projects would likely be limited to either directly along River Road or Cherry Ave.







## Keizer Revitalization Plan

### Addendum to Memorandum #4: Gap Analysis

Submitted to: City of Keizer  
October 26, 2018

Prepared By: Otak, Inc., Angelo Planning Group, Johnson  
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Project No. 17428.A



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# Introduction

This addendum has been prepared as a follow up to feedback from the Citizen's Advisory Committee and the joint work session among the City Council and Planning Commission regarding the GAP analysis for the Keizer Revitalization Plan (KRP). The purpose is to identify potential actions that the City may choose to utilize in pursuit of realizing the community goals for the area.

## Feedback from Meetings

Otak presented three future land use scenarios to describe the growth options that could be realized based on a range of interventions from code changes, rezoning or investments. Following is the groups' response to the presentation. The discussion is grouped into the themes that were discussed.

### Land Use Regulations

- Some support was shown for code-related efficiency measures and targeted zone changes. As shown in scenario 2. Some saw potential for such changes to address issues related to smaller than desired lot sizes in the area.

One suggestion was to consider widening the CM or MU zoning along River Road. Another was to create a new zone that included adjacent residential properties. The aim would be for some residential parcels to be joined to commercial parcels, creating larger lots that are more easily developed. This type of activity may theoretically add value to said parcels. However, the new designation could cause unease if commercial zoning would limit the ability for people to get a traditional mortgage on the property – limiting the owner's ability to sell to a future homeowner and putting them at the mercy of adjacent CM or MU property owners to consolidate.

- There was disagreement on what role the City should play, if any in regard to future redevelopment of the RV park at River Road and Lockhaven. The site is privately owned and could redevelop. There are options for the city to be involved from a regulatory standpoint, be it for preservation, replacement policies or zoning related. Preservation of affordability may be a community priority. Several expressed concerns for perceived threats or concerns from development by residents in the area.
- The notion of repurposing some industrial zoned land to Mixed Use also had appeal to some. A couple of Councilors shared some concern however for actions that might decrease job land in the city. There is likely a middle ground that could be explored that would keep the land zoned for jobs but possibly facilitate some of the modern economies looking for small flexible spaces described by the CAC.
- Many asked about more job development. Doing so might need to rely on redevelopment of residential properties near River Road.
- Caution was requested in relation to any overlay zones. There was a history of development preclusion from the Chemawa Activity Center Overlay.

### Development Feasibility

- There was some discussion from the consultants about the possibility of the City partnering with development to 'prove' the concept of higher intensity mixed use. The CAC was open to the idea but didn't express specific interest or desire to facilitate such an action. Staff relayed that there is no identified funding for such an endeavor.

- Expanding the development options and dimensional requirements might allow developers to adapt to recent trend of spaces becoming smaller to make projects feasible. This included both industrial/flex spaces and residential. Smaller residential units are cheaper to rent, but cumulatively generate more income since there are more in a given building. Potential tradeoffs include reduced parking and landscaping
- Parking and the notion of shared or public parking was discussed as a way to allow for greater utilization of lands.
- Some expressed the desire to “push for more office”. Family wage jobs, it was stated, would enable people to afford the new housing units that might be more expensive than current options. In essence - office growth could generate the wages needed to support desired new mixed-use development.
- Affordable housing was mentioned multiple times. It was acknowledged that new housing is likely to be at higher price points than existing. Adding to the supply helps all, even if at higher prices, however, need to grow jobs in order for people to afford them.
- Opportunity sites were mentioned, namely the Nursery site and the vacant land along River to the north of Lockhaven.

### Community Character

- CAC members discussed density and stated that “...for density to be tolerable it needs to be part of an activity center. That a project could perhaps see 6 or 7 stories, but in a pocket of activity, not one stand-alone project.” Someone followed up with stating that anything that breaks the mold needs to be cool and shiny and attract interest.
- In terms of retail, even though the leakage analysis showed spending power, people are used to shopping in Salem so there may not be a big drive for increased shopping opportunities.
- Some discussed the idea of a new center north of Chemawa, off of River Road.
- New zoning or overlays should/could be less permissive, regulating to get the type of character wanted. Reference was made to maximum footprints etc. to prevent Walmart scale shopping.
- Traffic concern was voiced multiple times. The TSP shows that conditions today and in the near future are within allowed ranges. The opinion, based on observations seems to disagree with those statements. It will be important to continue the conversation about the difference between speed and volume and the correlation between traffic, congestion and walkability.

Structure of implementation framework and the three memos  
Explain and offer up programs.

# Potential Implementation Measures

The GAP Analysis Memo included a description of big picture options for moving Keizer toward the future described in the Project's Goals and Objectives. In the weeks following the work sessions the project team worked to develop more specific activities. The following presents a series of action items that respond to the GAP analysis and the input from a series of stakeholder interviews, the CAC, Planning Commission, and City Council. The table below includes reference to which of the project's goals and objectives the action item will serve.

For reference, the Goals and Objectives are:

## **Goal A - A Thriving, Diverse Corridor**

1. *Zoning and land use regulations that provide opportunities for a variety of living-wage jobs.*
2. *A range of goods and services for all.*
3. *Supports existing businesses and new businesses including through implementation of public and private sector incentives, investments and partnerships.*
4. *A variety of housing for the range of community member incomes, needs, and preferences.*
5. *The creation of centers along the corridor, with transitions between them.*
6. *A strong and unified identity communicated through streetscape design elements.*
7. *Spaces for gathering and other places that celebrate the strength of community and family in the corridor.*

## **Goal B - Thoughtful Growth and Redevelopment**

8. *Development (uses and design) that is consistent with Keizer's small-town character.*
9. *A mix of uses that makes more efficient use of existing and new infrastructure.*
10. *Proximity and mix of uses in development centers that community members can walk, roll, or drive (short distances) to access.*
11. *Public improvements and private development that create an attractive, distinctive identity for the area.*

## **Goal C - Excellent Transportation and Public Facilities**

12. *A balanced set of transportation options, including transit, walking, bicycling, and driving that provide good access to development centers and public spaces in the corridor.*
13. *Transit access focused at development centers in the corridor.*
14. *Enhanced safety and minimal conflicts between different types of transportation modes.*
15. *Well-maintained roads that control and mitigate traffic congestion.*
16. *Well-maintained streets, and bicycle and pedestrian facilities.*
17. *Friendlier environments and slower traffic speeds that help facilitate walking and rolling on River Road and Cherry Avenue, through landscaping, crossings, and fewer driveways.*
18. *Enhanced access to parks and the creation of gathering spaces that are accessible to all community members.*

## Project Goals and Implementation Actions

Number	Action	Goals	Objectives
1	Rezone to increase depth of commercial/mixed-use zone from the street creating opportunities for parcel assemblage	A, B	1, 5, 9
2	Rezone selected residential locations to commercial types	A, B	1, 5, 9
3	Utilize performance-based zoning standards to achieve specific outcomes	A, B	4, 5, 9, 11
4	Modify Zoning Code with efficiency measures to allow higher-intensity development and more building types in commercial/mixed-use zones Reduce front/rear setbacks Reduce minimum off-street parking requirements Reduce minimum landscaping	A, B	1, 4, 9, 10
5	Allow more flexibility in meeting code requirements through new adjustment procedures	A, B	1,4,5, 9, 10
6	Develop zoning standards to promote “neighborhood commercial” feel	A, B	1, 5, 8, 11
7	Modify zoning to pro-actively support mixed use development	A, B	5, 7, 9
8	Modify Zoning Code with efficiency measures	A	4
9	Establish a Mainstreet Program – reliant on finding a responsible entity and funding mechanism	A, B, C	1, 5, 8, 11, 16
10	Create staff economic development position/department (if funding is provided)	A, B	3, 5, 11
11	Streamlining public process - reducing timelines and costs in the land use approval and permitting process for desired dev. types	A, B	1, 3, 8
12	Tax Increment Financing (Urban Renewal) - funding mechanism, rather than strategy in itself	A, B, C	3, 5, 6, 11, 15, 16, 18
13	Public parking - may allow more density, more creative development on private sites if City can take some parking burden	A	5
14	Share in off-site improvements - may be at small (sidewalks) or large scale (traffic improvements) to gain some public leverage	A, B, C	3, 5, 6, 11, 15, 16, 18
15	Allow small-scale multi-unit development in RS zone along edges of corridor	A	4
16	Rezone RS properties to RM in select locations	A	4
17	Update streetscape and urban design standards	A, B, C	5, 11, 12, 13, 14, 17
18	Construct a modified streetscape design for River Rd. and Cherry Ave.	A, B, C	5, 11, 12, 13, 14, 17



19	Prohibit auto-oriented uses in centers (e.g., drive-throughs and quick auto-service -- already applies to River Rd/Chemawa Rd) and limit curb cuts	A, C	5, 12, 14, 17
20	Modify lot coverage and landscaping standards to allow more intensity in centers	A	5
21	Reduce front setbacks in centers	A	5
22	Require parking to the side or rear in centers	A	5
23	Reduce minimum parking in centers	A	5
24	Develop Design Guidelines and Standards in centers <ul style="list-style-type: none"> <li>• Add maximum setback</li> <li>• Enhance architectural detailing requirements</li> <li>• Add building/entrance orientation standards</li> <li>• Require minimum frontage occupancy</li> </ul> Establish landscape design standards to balance reduced minimum landscaping	A	5
25	Modify code – require rear access and/or shared entries for properties fronting arterials	A, C	5, 14, 17
26	Develop standards or guidelines for open spaces in new development (Design Standards), potentially including incentives	A, B	6, 7, 8, 11
27	Daylight / Enhance Claggett Creek near Lockhaven	A, B, C	3, 11, 18
28	Identify and design 3 new public space (i.e. plazas)	B, C	11, 18
29	Implement Wheatland improvements from TSP	C	14, 15, 17
30	Develop low-stress alternative routes for cycling that connect commercial and recreation destinations	C	12, 14, 16
31	Arrange for buses to use extra space in parking lots for layovers and boardings	C	12, 13
32	Develop funding strategy for upgrades noted in the TSP	C	12, 13, 14, 15, 16
33	Expand bicycle and pedestrian infrastructure	C	12, 14, 16
34	Complete bicycle lanes along full length of River Road	C	12, 16
35	Develop separated bicycle facilities for extra safety to attract wider range of riders.	C	12, 16
36	Perform Safety Audit of River Road, Cherry Avenue and the arterial and collector intersections to at least two blocks beyond, including audit of turning movements at driveways and intersections	C	12, 14, 15, 16, 17
37	Respond to results of safety audit with elements such as, improved crossings, modified signal priorities, corrected driveway grades, ...	C	12, 14, 15, 16, 17
38	Include transit, bike, walk and ADA facilities into plaza design.	C	18

## Next Steps

Three memoranda are under development that will present additional details on the actions listed above. They are:

- Draft Memorandum #5: Comprehensive Plan and Development Code Amendments
- Draft Memorandum #6: Public Investments
- Draft Memorandum #7: Mobility Impact Assessment

These memos are intended to present each of the potential actions with sufficient detail for gaining input from the CAC and the public in early 2018. Each memo will include descriptions of the proposed actions including elements such as project purpose, expected outcome, priority and identification of responsible party. Following the public meeting the draft memos will be revised. The revisions may include additions, deletions and modifications. Each proposed action that moves forward will be formatted as a “one page” information sheet that contains the vital information such as: purpose, outcome, priority, responsibility and general level of cost or effort.

## **Appendix 5. Comprehensive Plan, Development Code, and Zoning Map Amendments**



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MEMORANDUM

**Revised Memorandum #5: Development Code and Comprehensive  
Plan Amendments  
Keizer Revitalization Plan**

DATE March 27, 2019  
TO Nate Brown and Shane Witham, City of Keizer  
FROM Kate Rogers, Shayna Rehberg, and Matt Hastie, Angelo Planning Group  
CC Li Alligood, Otak, Inc.; David Helton, ODOT

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## 1. INTRODUCTION

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This document lays out concepts for potential development code amendments to implement the Keizer Revitalization Plan (KRP). The memorandum builds off of the Gap Analysis, which identified impediments to implementing KRP project goals and objectives, as well as potential implementation measures for addressing those impediments. This memo focuses on the regulatory implementation measures that were previously identified, and proposes a number of potential amendments to the Keizer Development Code (KDC or “code”), to the zoning map, and to the Keizer Comprehensive Plan.

Some of the proposed amendments are more detailed while others are more conceptual. Specific numeric standards are recommended in some places, whereas a range of standards or list of options are suggested in other instances. Still other recommendations are more conceptual and will be more defined in a revised version of this memo, based on discussion with City staff, the Planning Commission, City Council, and the Citizen Advisory Committee (CAC).

The memo is organized into the following sections:

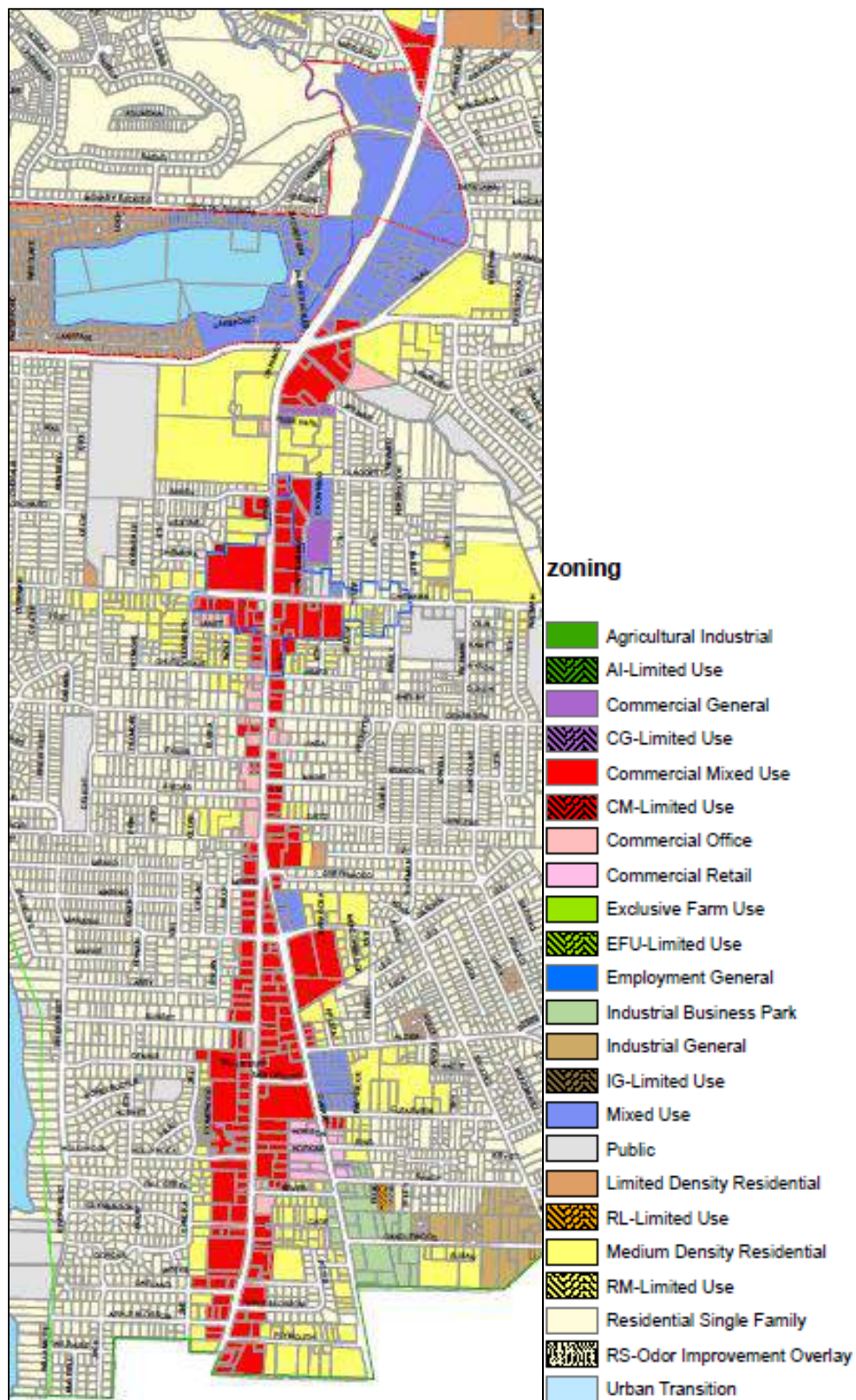
- Implementation Mechanism
- Corridor-Wide Code Amendments
- Code Amendments for Centers

Throughout the document, “Commentary” subsections are used to explain the rationale for proposed code changes. Some sections also include “Implementation Notes” indicating needed changes to the KDC and/or Comprehensive Plan.

Figure 1 depicts the current zoning districts within the KRP study area for reference.

***Update: This memorandum has been revised to reflect direction received through public review of the document. Each section of the memorandum includes a summary (in red italic text) of revised recommendations based on input received from the CAC, stakeholders, Planning Commission, City Council, and City staff.***

Figure 1. Keizer Zoning Map





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## 2. IMPLEMENTATION MECHANISM

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The code amendments recommended in this memorandum could be implemented using one of a number of mechanisms – a new zone, a new overlay zone, or a new set of location-specific standards within existing zones. Adding location-specific standards to an existing zone is not infeasible but tends to be less advisable because it can make existing zoning sections more complicated and potentially difficult to navigate, and the standards would have to be added to multiple existing zones. Creating a new zone would be feasible but it is generally not recommended. This approach would exacerbate what is already a long list of base zones. However, it could be preferable if it is necessary to create a full set of new use, development, and design standards. For the most part, code amendments recommended in this memorandum lend themselves to being either additional standards to, or targeted replacement standards for, standards in existing zones.

Therefore, our preliminary recommendation is that these amendments be packaged as a *River Road/Cherry Avenue Corridor Overlay Zone* (tentative title) with subsections for:

- (1) corridor-wide standards – differentiated by standards for the Mixed Use (MU) zone, Medium Density Residential (RM) zone, and Single Family Residential (RS) zone; and
- (2) standards specific to centers.

### ***Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:***

- *An overlay zone will be the mechanism for implementing development code recommendations in this memorandum.*
- *A draft of the new overlay zone – the River-Cherry Overlay District (RCOD) – will be referred to throughout the memorandum and is attached to the memorandum as Appendix A.*
- *Adopting a new overlay district involves adding it to a list of overlay districts in the KDC and creating references to it in the base zones (MU, RM, and RS zones). Those additional draft KDC amendments are attached to this memorandum as Appendix B.*

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## 3. CORRIDOR-WIDE CODE AMENDMENTS

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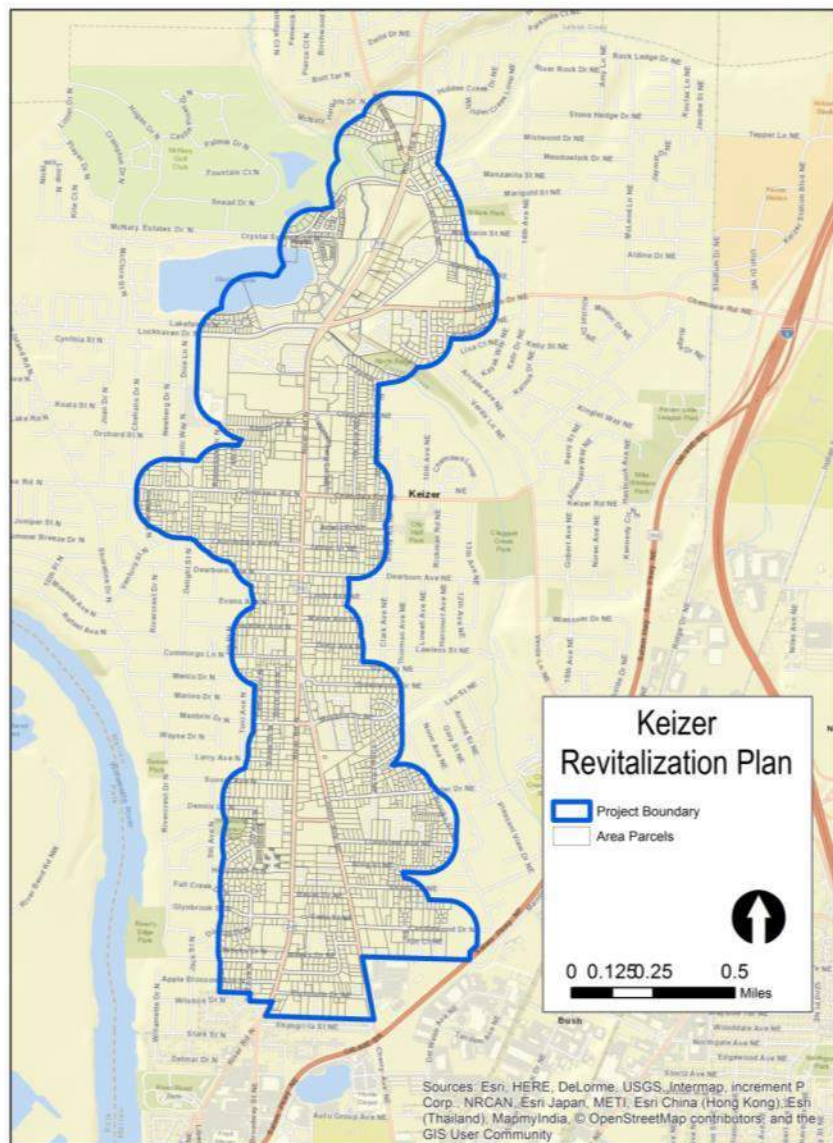
### 3.1 Geography

The corridor-wide geography is based on the scope of the Keizer Revitalization Plan itself. While the “corridor” has been referred to and illustrated more generally up to this point in the planning process, a more precise definition of the corridor geography is needed in order to implement recommended code, zoning map, and Comprehensive Plan amendments. The recommended boundary for the (tentatively titled) River Road/Cherry Avenue Corridor Overlay Zone generally corresponds to the geography originally identified as the study area for the KRP project. The study area – as outlined in the Existing Conditions memo and depicted in Figure 2 – includes commercial, mixed use, and multi-family properties along River Road and Cherry Avenue as well as a 500-foot buffer around those properties (the majority of the buffer area is single-family). The proposed

overlay boundary would roughly follow the 500-foot buffer, but would be adjusted to follow tax lot boundaries and be based on zoning or other underlying conditions. The boundary will be refined and modified as needed, with input from the City, CAC, and community members, in a revised version of this memo and later phases of the project.

Within the larger corridor geography, some of the proposed standards will apply only to certain base zones or other targeted areas, as described in the following sections.

*Figure 2. Proposed River Road/Cherry Avenue Overlay Zone Boundary (approximate)*



**Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:**

- The overlay zone boundaries will generally follow the study area boundary that has been drawn roughly 500 feet around the River Road and Cherry Avenue corridors, with the added specification that the boundary be modified to follow parcel boundaries.

- *A map of the overlay zone is included in the draft of the overlay zone attached to the memorandum as Appendix A.*

## 3.2 Rezoning

### Rezone Commercial Zones to Mixed Use

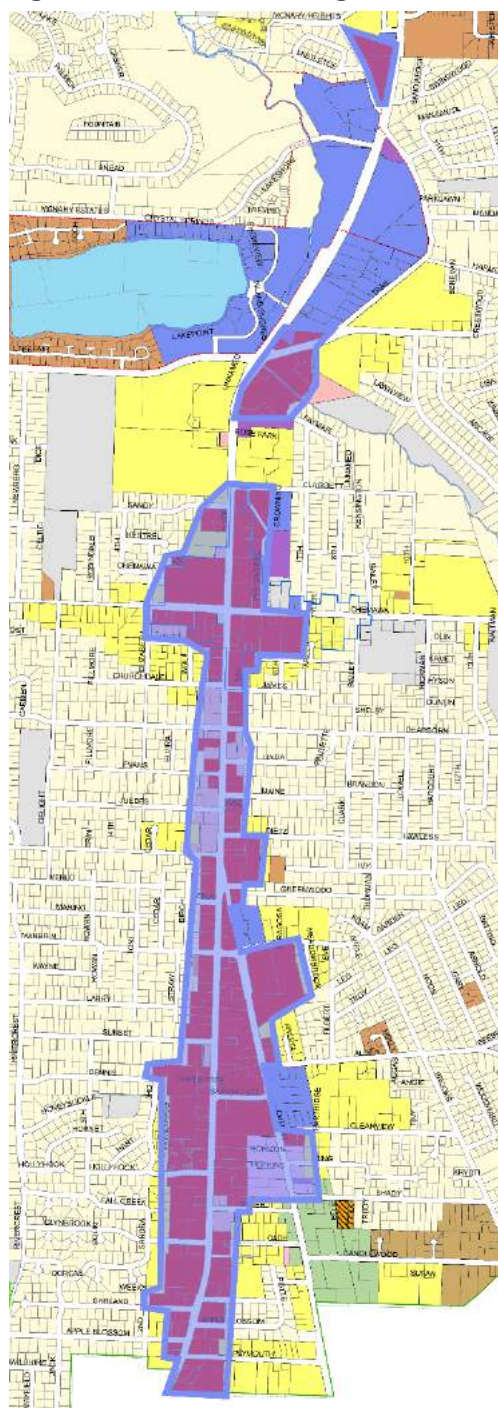
Mixed use zoning is desired in the corridor in order to allow for the full range of uses that the City would like to see developed and to provide more flexibility for property owners and future developers. In addition, uniformity in this zoning is desired for consistent direction and application of development requirements. While the KDC establishes multiple mixed-use zones, including the MU zone and Commercial Mixed Use (CM) zone, the existing MU zone allows for a wider range of uses and possesses the added advantage of including additional development requirements regarding pedestrian and vehicle circulation and building design that are consistent with the objectives of this plan and the corridor. Therefore, it is recommended that properties that are currently zoned commercial in the corridor be rezoned MU, as shown in Figure 3.

### Targeted Rezoning of Residential Zones

In the “upzoning” scenario described in the Gap Analysis memo (Scenario 3), certain properties within the RS and RM zones were assigned different zoning designations (“upzoned”) to allow higher-intensity development and to increase development viability. The process included selecting certain properties within these zones that had the potential or capacity for development. For example, several RM properties with low intensity developments were rezoned to MU; also, certain RS properties near arterials and collectors were rezoned to RM, assuming they could potentially be consolidated and redeveloped with multi-family buildings.

The project team recommends that some of the properties identified in the scenario modeling be similarly rezoned, where appropriate. Figure 4 shows the properties which were identified in the scenario analysis as having the potential to be rezoned. These properties will be further assessed in

Figure 3. Proposed Rezoning to Mixed Use





the next draft of this memo. In identifying parcels to be rezoned, we will consider the following factors, among others:

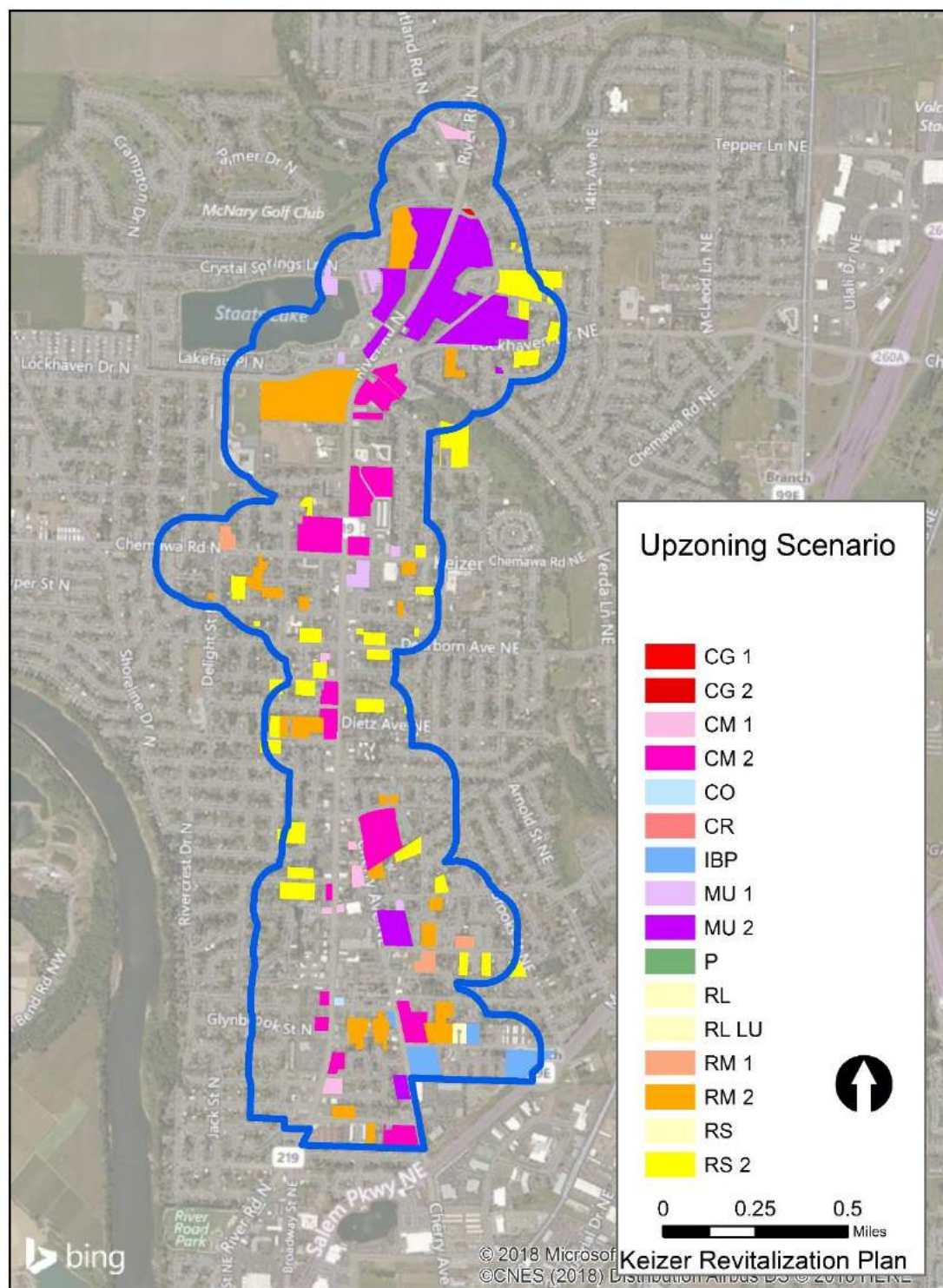
- **Size and development capacity.** Individual parcels or contiguous groups of parcels should be large enough to allow for development of a meaningful number of additional housing units or businesses.
- **Character of surrounding uses.** Impacts on adjacent or surrounding lower intensity uses should be considered.
- **Access.** Parcels should have adequate access to adjacent transportation facilities to accommodate potential transportation needs associated with redevelopment.

Initial recommendations should be refined through the process of preparing the revised draft of this memo and/or through further discussion of this strategy with the project team and advisory committee. The project team recognizes that rezoning individual properties can be very controversial and can be a sensitive subject for property owners. As such, it will be critical to receive detailed input from the City, CAC, and community members before finalizing recommendations for rezoning.

***Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:***

- *Rezoning from Commercial to MU is proposed generally as shown in Figure 3. Proposed zone changes are mapped and attached to this memorandum as Appendix C. Corresponding changes will need to be made to the Comprehensive Plan Map, as noted in Appendix D.*
- *Rezoning from RM to MU is proposed for three areas of existing RM zoning based on direction from CAC members and City staff. Proposed zone changes from RM to MU are mapped and attached to this memorandum as Appendix C. Corresponding changes will need to be made to the Comprehensive Plan Map, as noted in Appendix D.*
- *Rezoning of selected parcels from RS to RM or MU will be a general recommendation in the Keizer Revitalization Plan, with implementation to be part of a future project or future phase of this project.*
- *The following criteria are proposed for residentially zoned properties in the overlay zone where uses allowed in the MU zone would be permitted in order to encourage more mixed-use development in the corridor:*
  - *property is adjacent to MU-zoned property;*
  - *uses allowed in the MU zone would be permitted;*
  - *replacement housing must be provided for any displaced housing units; and*
  - *buffering must be provided between adjacent residential zones.*

Figure 4. Potential Rezoning Modeled in Scenario 3



**Note:** This map shows the “upzoning scenario” from the Gap Analysis memo, and identifies properties with the potential for development, should they be rezoned or should their development standards be adjusted. This map is merely a placeholder and does not identify properties that the project team recommends for rezoning. A new map will be developed for the next version of this memo.

### 3.3 Land Uses

#### Broaden and Simplify Standards for Allowed Land Uses

##### Proposed Code Change:

Establish use categories and standards in the corridor (outlined in the table below) that supersede the use standards in what will be the underlying Mixed Use (MU) zone.

P = Permitted outright  
S = Permitted subject to Special Use provisions  
C = Permitted conditionally

USE CATEGORY	PERMITTED	NOTES
<b>Residential</b>		
Household Living	P/S	Such as buildings with one or more dwelling units. Special Use provisions apply to shared housing facilities (KDC Section 2.403), zero side yard dwelling units (Section 2.404), cottage clusters (Section 2.432), and home occupations (Section 2.407).
Group living	P/S	Such as residential homes and facilities. Special Use provisions apply to nursing and personal care facilities (Section 2.431).
<b>Commercial</b>		
Commercial Lodging	P/S	Such as hotels and motels. Special Use provisions apply to bed and breakfast establishments (Section 2.408).
Commercial Recreation	P	Such as athletic clubs.
Commercial Parking	P	Only parking structures.
Durable Goods Sales	P	Such as home improvement, home furnishing, and appliance stores.
Eating and Drinking Establishments	P	
Health Care Offices	P	
Marijuana Facilities	P	Such as medical marijuana facilities and marijuana retailers. Special Use provisions apply (Section 2.433).
Offices	P/S	Such as finance, legal, and other professional businesses. Special use provisions apply to veterinary services (Section 2.414)
Retail Sales and Services	P/S	Such as food, apparel, hardware, and auto supply stores. Special Use provisions apply to used merchandise stores (Section 2.417), mobile food vendors (Section 2.434), funeral services (Section 2.415), and adult entertainment businesses (Section 2.418).
Quick Vehicle Servicing	C	Such as gasoline service stations.



USE CATEGORY	PERMITTED	NOTES
		Service stations consistent with Section 2.110.04.C are Conditional Uses.
<b>Industrial</b>		
Light Manufacturing	C	Craft industries are Conditional Uses subject to the provisions in Section 2.421.
<b>Institutional</b>		
Assembly Facilities	P/S	Such as social and civic organizations. Special Use provisions apply to places of worship (Section 2.423).
Community Services	P	Such as public administration buildings.
Medical Centers	P	Such as clusters of health care offices (not a hospital).
<b>Infrastructure/ Utilities</b>		
Parks and Open Space	P	Such as parks, plazas, playgrounds, and community clubs.
Public Safety Facilities	P/C	Such as police stations. Fire and ambulance stations are Conditional Uses subject to general Conditional Use criteria in Section 3.103.03.
Transportation Facilities	S/C	Special Use provisions apply to transit facilities (stops) (Section 2.305). Transit stations (centers) are Conditional Uses subject to the provisions in Section 2.429.
Wireless Communications Facilities	S	Special Use provisions apply (Section 2.427).

Establish the following prohibited uses:

- Farm uses
- Rendering, processing, and/or cleaning of food products for wholesale use
- Outdoor storage or display unless consistent with the provisions in Section 2.107.05.B.7
- Camping and overnight parking in parking lots
- Hospitals
- Vehicle dealers and sales
- Recreational vehicle and boat storage
- Recreational vehicle parks
- Public utility structures and uses such as pump stations, substations, and material storage yards
- Gasoline service stations not consistent with Section 2.110.04.C
- Vehicle repair
- Drive-through windows associated with eating and drinking establishments adjacent to street

**COMMENTARY:**

A simpler and more accommodating set of use standards is proposed for the corridor, to make the standards easier for both the City and applicants to navigate and use. It is recommended that the use standards generally be presented more broadly and in tabular format. Proposed permitted uses are consistent with uses currently permitted as outright uses, special uses, and conditional uses in the MU and CM zones, yet with broader use categories and use groups to allow for more flexibility in interpreting which uses are permitted and to reduce the need for subsequent exceptions, variances, or other clarifications.

A specific list of prohibited uses balances the list of more generally permitted uses. Proposed prohibited uses include those currently prohibited in the CM and MU zones as well as uses that have been identified as incompatible with the pedestrian orientation that is an objective of this planning process. An alternative to the uses proposed to be prohibited corridor-wide is to allow some of those uses corridor-wide and prohibit those uses within the centers in the corridor.

The new format of use standards is a departure from the KDC's current Standard Industrial Classification (SIC)-based use lists. However, the new use standards attempt to bridge the gap by providing examples of uses (uses identified after "such as") drawn from existing use lists. This connection to existing use lists should allow for other parts of the code that refer to these lists (e.g., off-street parking requirements in KDC 2.303) to still be valid and usable.

**IMPLEMENTATION NOTES:**

- The switch to category-based use standards would apply only to the River Road / Cherry Avenue corridor, and the existing use classification system would continue to apply elsewhere in the city. If the system works well in the corridor, the City could later decide to apply it more broadly in Keizer.
- The amendments would be dependent on adopting very specific standards to ensure that the corridor's use categories would work with the existing use classification system.
- If the City and other reviewers support this approach, we will use this table as a base for use standards in centers in the corridor as well as create short tables for the RM and RS zones in the corridor.

***Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:***

- *Support was expressed for simplified use regulations that have been incorporated into the overlay zone (Appendix A).*
- *New definitions are provided in additional KDC amendments (Appendix B) for use categories that are not used or defined in existing KDC provisions.*
- *Some of the auto-oriented uses that were originally proposed to be prohibited in the overlay zone will be permitted (e.g., vehicle repair and drive-through windows), subject to specific development standards discussed in Section 4.3 of this memorandum.*

**3.4 Efficiency Measures**

The following set of recommendations for the corridor are based on the "efficiency measures" explored in the scenario modeling that was described in the Gap Analysis memo. These measures

are geared toward allowing for more growth within the same space than would currently be permitted by the existing code. The intent is to remove impediments to development, to increase the feasibility of a wider range of development and housing types, and to realizing the project goals of promoting compact and pedestrian-oriented development.

### Minimum Landscaping / Maximum Lot Coverage

#### Proposed Code Change:

Reduce minimum landscaping requirements for uses within the MU, RM, and RS zones in the corridor as recommended below.

	Min. Landscaping / Max. Lot Coverage	
Zone	Current Standards	Recommended Standards
MU	Commercial: 15%/85% Mixed Use: 20%/80% Residential: 25%/75%	Commercial: 10%/90% Mixed Use: 15%/85% Residential: 15%/85%
RM	25%/75%	15%/85%
RS	30%/70%	15%/85%

#### COMMENTARY:

In the scenario modeling that was described in the Gap Analysis memo, reducing the minimum landscaping standard was one of the efficiency measures that appeared to have a significant effect on the scenario outcomes in terms of the amount and type of development that could occur. (Note: per the KDC, the percentages for a site's minimum landscaping and maximum lot coverage add up to 100%). In combination with the other efficiency measures, reducing minimum landscaping allowed sites to be developed at a higher intensity and allowed certain building types to pencil out financially that otherwise would not.

While a drastic reduction in minimum landscaping requirements (and corresponding increase in maximum lot coverage) may not be appropriate corridor-wide, some reduction is advisable. Larger reductions are recommended in the corridor's centers (see Section 3.4.) The Transportation and Growth Management program's Model Development Code for Small Cities, 3<sup>rd</sup> Edition ("Model Code") provides guidance in determining a reasonable reduction of the landscaping requirement. The Model Code recommends minimum landscaping of 10% for single- and multi-family residential zones, 5-15% for commercial zones, and 5-10% mixed-use zones. The recommended requirements move in that direction.

Amending existing landscaping standards to strengthen other qualities of landscaping can be important when reducing the minimum amount of required landscaping. Enhancing landscape standards is addressed in Section 2.5. Even if landscaping standards are adjusted, developments

currently are required to devote a significant portion of their sites to parking in order to meet minimum parking requirements. Therefore, while lower landscaping requirements will improve redevelopment potential, it will not necessarily result in a more urban and pedestrian-oriented environment in the corridor. As discussed later in this section, changes to off-street parking requirements can help achieve that objective.

**Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:**

- *Landscaping and lot coverage standards are included in the RCOD (Appendix A) as proposed in the original version of this memorandum, with comments from the City that the standards be intensified in Centers along with enhanced standards for landscaping.*
- *In response to a question that came up at the CAC meeting, the project team looked into whether reduced minimum landscape requirements would violate the City's stormwater permit. The result was that landscaping amendments should not be a concern; rather, the permit has more to do with the City's stormwater regulations.*

### Minimum Setback Standards

**Proposed Code Change:**

Reduce minimum front and rear yard setbacks as outlined in the tables below.

	Minimum Front Yard Setback	
Zone	Current Standards	Proposed Standards
MU	<ul style="list-style-type: none"> <li>• Non-residential: 10'</li> <li>• Residential: 10' (Cherry Ave – 5' min., 10' max.)</li> </ul>	0'

	Minimum Rear Yard Setback	
Zone	Current Standards	Proposed Standards
MU	<ul style="list-style-type: none"> <li>• Non-residential:               <ul style="list-style-type: none"> <li>○ 0' adjacent to non-residential</li> <li>○ Adjacent to residential: match adjacent rear setback; could be up to 20'</li> </ul> </li> <li>• Residential:               <ul style="list-style-type: none"> <li>○ 14' for 1-story building; 20' for 2-story building</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Non-residential:               <ul style="list-style-type: none"> <li>○ 0' adjacent to non-residential</li> <li>○ 10' adjacent to residential</li> </ul> </li> <li>• Residential: 10'</li> </ul>
RM	<ul style="list-style-type: none"> <li>• Non-residential: 20'</li> <li>• Residential: 14'-20' (1-story or 2-story)</li> </ul>	10'
RS	<ul style="list-style-type: none"> <li>• 14'-20' (1-story or 2-story building)</li> </ul>	<ul style="list-style-type: none"> <li>• Structure over 24' in height: [10'-15']</li> </ul>

	Minimum Rear Yard Setback	
Zone	Current Standards	Proposed Standards
		<ul style="list-style-type: none"> <li>Structure 12-24 ft in height: 10'</li> <li>Structure less than 12' in height: [5'-10']</li> </ul>

**Note:** Standards provided in brackets indicate that a numeric range is proposed, or that the standard is merely a suggestion and should be adjusted as appropriate.

#### COMMENTARY:

Like landscaping standards, lower minimum setbacks allow for higher intensity and financial viability of development. In the case of front yard setbacks, a small setback or no setback also helps create a more urban and pedestrian-oriented environment.

Setbacks assumed in the “Efficiency Measures” land use scenario (Scenario 2) were generally 5 feet for multi-family development and 0 feet for mixed-use development. Zero minimum front yard setbacks are proposed for the MU zone corridor-wide. The largest rear setbacks recommended in the Model Code are 10-15 feet in residential zones (depending on building height) and either 0 feet or 10 feet in commercial and mixed-use zones (if adjacent to low-density residential zoning).

The proposed standards for the RS zone base the minimum rear setback on structure height rather than the number of building stories (as recommended in the Model Code). This accounts for a wider variety of circumstances, including 3-story homes, for which larger setbacks may be appropriate, and smaller structures such as sheds or backyard studios, which may not necessitate the same rear setback as the primary structure. For the RM zone, the proposed minimum rear setback standard of 10 feet applies to structures of all sizes; the smaller setback is more appropriate for a higher-density environment. It should also be noted that minimum buffering and screening is required when multi-family development abuts lower density residential uses (per KDC 2.309), so smaller setbacks would have less impact on any adjacent single-family homes.

By definition, minimum setbacks do not set the upper limit of what setbacks will be provided and low or zero minimum setbacks do not guarantee that buildings will be placed close to lot lines. However, they do **allow** for that possibility.

Maximum setbacks are explored as part of recommended code changes for centers in the River Road/Cherry Avenue Corridor. See Section 3.4.

#### IMPLEMENTATION NOTES:

- To ensure an attractive street frontage, reductions to minimum front setback requirements could be paired with firm standards for street improvements that incorporate separated sidewalks, street trees, lighting, right-of-way dimensions, etc. As currently written in the Public Works Street Design Standards, these are merely suggestions or recommendations.
- Reductions to minimum side and rear setback standards could also be paired with enhanced

landscape screening and buffering standards between higher-intensity and lower-intensity uses.

- It may be necessary to revisit transition standards for multi-family development when adjacent to single-family districts (per KDC 2.315.06.G), which regulates dimensions and setbacks of building planes from shared property lines.
- It also may be necessary to revisit infill standards (per KDC 2.316), which regulate building height and mitigation for infill development via subdivisions/partitions within established neighborhoods.

**Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:**

- *It was determined that existing setback standards do not limit development and that modifications of standards would be most appropriate in Centers. Therefore, amendments to front and rear setbacks are not proposed corridor-wide in the overlay zone.*

### Minimum Parking Requirements

<b>Proposed Code Changes:</b> <ul style="list-style-type: none"> <li>• Reduce minimum parking requirements for the following uses: <ul style="list-style-type: none"> <li>○ Recreation facility from 1 space/200 sf to 1 space/300 sf</li> <li>○ General offices from 1 space/350 sf to 1 space/500 sf</li> <li>○ Personal services from 1 space/350 sf to 1 space/400 sf</li> <li>○ Retail from 1 space/300 sf to 1 space/400 sf</li> <li>○ Eating/drinking establishment from 1 space/125 sf to 1 space/200 sf</li> <li>○ Single-family and duplex: Reduce minimum off-street parking requirements from 2 spaces per dwelling unit to 1 space per unit.</li> <li>○ Multi-family: Reduce minimum off-street parking requirements as outlined below:</li> </ul> </li> </ul>		
Unit Types	Existing	Proposed
1 bedroom and studios	1 space per unit + 1 additional space for every 10 units	1 space per unit (no additional spaces)
2 bedroom	1.5 spaces per unit + 1 additional space for every 10 units	1.25 spaces per unit (no additional spaces)
3 or more bedroom	(same as 2 bedroom)	1.5 spaces per unit (no additional spaces)
<ul style="list-style-type: none"> <li>• Do not require changes of use from one permitted use to another permitted use to provide additional parking.</li> </ul>		

**COMMENTARY:**



As referred to in the discussion of minimum landscaping standards, reducing minimum required off-street parking can help achieve more marketable, compact, and efficient development modeled in project land use scenarios. The thinking is that basic parking reductions should be established corridor-wide and then special provisions for further reductions in parking should be established for centers (see Section 3.4). Reductions in minimum off-street parking standards recommended corridor-wide are largely based on Model Code language.

Regarding residential uses, KDC 2.303 currently requires single-family and duplex dwellings to provide a minimum of 2 parking spaces per dwelling unit. It requires multi-family housing to provide parking based on the number of bedrooms, plus additional spaces based on the total number of units.

For single-family and duplex dwellings, the proposed standard follows the Model recommendation of 1 parking space per unit. While two parking spaces may not be challenging to accommodate on a standard single-family lot, the minimum parking requirement may be a barrier to developing the alternative housing types discussed in the “Allow Small-Scale Housing” section below. For these housing types (such as townhomes and ADUs), space is often more constrained, and providing two spaces per unit may render the developments infeasible. On-street parking should be considered a valid option for helping meeting parking needs in single-family areas and the code could specify that those areas can be included in the calculation of parking supply if the City ultimately decides to retain a higher standard.

For multi-family housing, the Model Code simply recommends 1 parking space per dwelling unit. The proposed standards are a compromise between this lower minimum requirement and the KDC’s current requirements. The standards are still scaled based on the number of bedrooms, but are reduced from the current standards, particularly by eliminating the requirement of additional spaces for every 10 units. The intent is to limit the amount of space in multi-family developments that is devoted to surface parking, thereby allowing more efficient use of development space and increasing the financial feasibility of developing more multi-family housing types (as modeled in Scenario 2).

Another code change that can reduce barriers to redevelopment is to eliminate the requirement that changes of use may need to provide additional parking (e.g., if the proposed use has a higher minimum off-street parking requirement than the existing use). This provision could be instituted just in the River Road/Cherry Avenue Corridor until it is determined whether it may be appropriate for use outside the corridor.

***Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:***

- *Reduced parking requirements were supported for their potential to encourage development and redevelopment.*
- *Reduced parking requirements are included in the overlay zone (Appendix A) consistent with the requirements recommended in this section.*

## Residential Density and Lot Size

### Proposed Code Changes:

The following changes to residential density and lot size are proposed within the corridor:

- **RS Zone:**
  - Increase the maximum permitted density in the RS zone from 8 units per acre to 10 units per acre.
  - Reduce the minimum lot size in the RS zone from 5,000 square feet to 4,000 square feet.
  - If the City chooses to allow narrow lot development, as discussed in the next section, the minimum lot size would need to be further reduced to 2,500 square feet (and the minimum lot width would also need to be reduced).
- **RM Zone:**
  - Increase the maximum permitted density in the RM zone from 22 units per acre to 24 units per acre.
  - Eliminate the minimum lot size standard for multi-family development in this zone and use density only.
- **MU Zone:**
  - Increase the maximum permitted residential density in the MU zone from 24 units per acre to 28 units per acre.
  - Eliminate the minimum lot size standard for multi-family development in this zone.

### COMMENTARY:

The Gap Analysis memorandum identified maximum density and minimum lot size standards in the RS and RM zones as potential impediments to achieving compact, efficient development and to providing a variety of housing options in these zones. In the scenario modeling, Scenario 2 included higher densities for both zones than would be permitted today. Increasing the permitted density, when combined with the other efficiency measures proposed in this memorandum, should increase the development capacity in residential areas. This has a number of benefits to Keizer: it can help increase the housing supply, thereby keeping down housing costs for Keizer residents; it allows a wider variety of housing types to suit various residents' needs; and it potentially increases the number of people living within walking or biking distance of the River Road/Cherry Avenue Corridor, thereby increasing activity levels and vitality in the study area.

For the RM zone, the existing density standard is based on Comprehensive Plan designations. Properties designated Medium Density in the RM zone have a minimum density of 6 units per acre and a maximum density of 10 units per acre. Properties designated Medium-High Density in the RM

zone have a minimum density of 8 units per acre and a maximum density of 22 units per acre. Nearly all of the properties with the RM zoning designation have a Comprehensive Plan designation of Medium-High Density. Therefore, the higher density standards (8-22 units per acre) apply. The proposed code change would increase the maximum allowed density to 24 units per acre, which is the maximum residential density currently permitted in the MU zone.

The proposed amendments would also modify maximum density in the MU zone to 28 units per acre, thereby scaling the allowed density according to the development intensity desired for each zone. Removing the minimum lot size requirement for multi-family development in the RM and MU zones would allow more options for multi-unit housing types—particularly for smaller-scale developments. Retaining the minimum lot sizes in these zones can result in unintended consequences and fewer options in terms of development forms, lot coverage, and other outcomes.

#### IMPLEMENTATION NOTES:

- Amend KDC 2.102 to modify the maximum density for subdivisions to 10 du/ac. Modify the minimum lot size standards to allow a lot size of 4,000 square feet for all lots in the RS zone. Currently, newly created lots less than 5,000 square feet are limited to zero lot line dwellings.
- Amend KDC 2.104 to modify the maximum density for multi-family development to 24 du/ac. Remove the minimum lot size requirements
- Amend the Keizer Comprehensive Plan to modify the maximum density for the Low-Density and Medium-High Density Residential designations.

#### ***Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:***

- *Minimum lot size and maximum density provisions have been included in the new overlay zone (Appendix A) consistent with recommendations in this section.*
- *Minimum density provisions have also been included in the overlay zone.*

#### **Allow Small-Scale Housing**

##### **Proposed Code Change:**

- Allow 25-foot lot width in the RS, RM, and MU zones.
- Set 5,000 square feet as the minimum lot size for corner duplexes (2,500 square feet per unit) in the RS zone and 4,000 square feet in the RM and MU zones.
- Accessory Residential Housing standards:
  - Allow two accessory residential housing units (one interior and one exterior).
  - Do not require additional off-street parking for accessory units.
  - Do not require the accessory residential housing unit to be detached.

#### COMMENTARY:

Allowing for more small-scale, compact housing in the River Road/Cherry Avenue Corridor provides more development and redevelopment opportunities in the corridor, including the provision of potentially more affordable housing options.

Existing lot widths of 40 or more feet do not allow for narrow-lot housing development whether for attached or detached housing units. The proposed narrower lot width reflects lot width recommendations made in the Model Code as well as in TGM's Housing Choices Guide Book.

Existing minimum lot standards of 4,000 square feet for all lots in the RS zone and 6,000 square feet for duplex lots in the RM zone do not allow for smaller duplexes that could be accommodated on corner lots in particular. The recommendation for a smaller minimum lot standard for corner duplexes is based on research presented in the Housing Choices Guide Book.

Last, accessory dwelling units – called Accessory Residential Housing in the KDC – are currently permitted in Keizer. However, the KDC includes requirements for these units that the state considers to be barriers to their development, as identified in the “Character-Compatible, Space-Efficient Housing Options for Single-Dwelling Neighborhoods” report prepared for the Oregon Department of Environmental Quality, Oregon Department of Transportation, and Department of Land Conservation and Development in May 2016. Those requirements are: only allowing one ADU per lot, requiring owner occupancy, and requiring an additional parking space.

Accordingly, it is recommended that the units in the corridor be allowed to be two per lot, attached and detached to the primary dwelling unit and not be required to provide additional off-street parking, provided other development requirements can be met.

***Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:***

- *Minimum lot size, minimum lot width, and accessory housing unit standards are included in the next overlay zone (Appendix A) consistent with the requirements recommended in this section.*

## **2.5 Urban Design Standards**

### **Enhance Landscaping Design Standards**

**Proposed Code Changes:**

- Establish landscaping standards for street-facing facades that do not have zero front yard setbacks.
  - All street-facing facades shall have landscaping along their foundation.
  - The landscaped area shall be at least three (3) feet wide.
  - An evergreen shrub having a mature height of at least two (2) feet shall be planted for every three lineal feet of foundation.
  - Groundcover shall be planted in the remainder of the landscaped area.
  - plants approved by the Zoning Administrator shall be used.

- This requirement would not apply to parts of the façade that provide pedestrian access or other pedestrian amenities (e.g., plaza, seating).
- Adopt landscaping standards regarding plant types, amounts, size, and spacing.
  - Trees – One (1) tree shall be planted for every 500 square feet of required landscape area. Evergreen trees shall have a minimum height of six feet and deciduous trees shall have a minimum caliper of 1.5 inches at the time of planting, trees adjacent to pedestrian access shall be a minimum caliper of 2 inches.
  - Shrubs – One (1) evergreen shrub having a minimum mature height of four (4) feet shall be provided for every 75 square feet of required landscape area.
  - Ground cover – Ground cover consisting of low plants and grasses shall be planted in the landscaped area not occupied by required trees or shrubs.
  - Plants approved by the Zoning Administrator shall be used.
  - Rock, bark, or similar landscape cover materials may be used for up to 25% of the required landscape area. Hardscape treatments may be substituted upon approval of the Zoning Administrator.

**COMMENTARY:**

In order to offset reductions in required minimum landscaping, additional standards for landscaping are recommended. The recommended standards address landscaping along street-facing building facades in order to foster a more attractive environment for everyone who is traveling through and stopping in the corridor. In addition to standards specifically for street-facing facades, overall standards to guarantee minimum amounts and sizes of trees, shrubs, and groundcover will help ensure the quality of landscaping even when smaller amounts of landscaping are required.

***Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:***

- *Enhanced landscaping standards are included in the proposed overlay zone (Appendix A), differentiating standards that apply to landscaping in street-facing yards as opposed to landscaping on other parts of a site.*

**3.6 Access****Sharing Access****Proposed Code Change:**

Modify existing code language about access options to specify when alley/lane access, shared access, individual access, access closure, and access consolidation is required.

**COMMENTARY:**

Limiting the number of access points onto public streets – particularly arterials – reduces conflicts between users of the transportation system (i.e., increases safety) and creates a more welcoming pedestrian environment. The City adopted code language representing a hierarchy of access options in conjunction with adopting its 2009 Transportation System Plan (TSP).

Existing code language (KDC 2.302.03.N.3) describes access options that include:

- access from an alley or lane (rather than direct access to a public street);
- a driveway that is shared between adjoining properties and that has direct access to a public street; and
- direct access to a public street for an individual property, which may involve closing or consolidating existing access points.

However, existing access provisions are written as options and not requirements. In order to more consistently regulate access, including allowing for the type of access consolidation shown in Figure 5 (from the City's TSP), the code language can be modified to specify when each "option" applies.

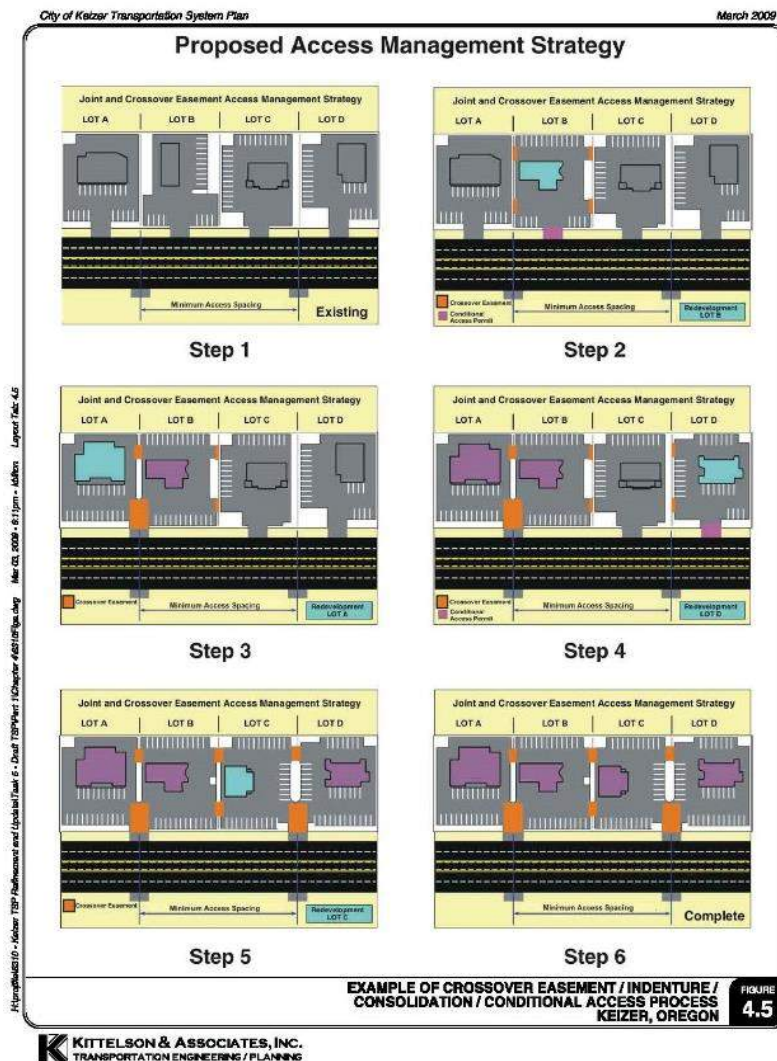
*Figure 5. Access Consolidation Process*



For example, if a property already has access to an alley or side street off of River Road or Cherry Avenue, it must continue to take access from points not on those two arterials. If a property wants to redevelop and currently has access onto one of those arterials, substandard spacing between its driveway and driveways to the north or south could be the basis for requiring shared access, access closure, and access consolidation. This language could be made to apply just in the corridor or citywide.

#### IMPLEMENTATION NOTES:

Provisions could be located in the overlay text, so they only apply to the corridor, or could be in KDC 2.302.03.N.3 and apply citywide.



#### Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:

- Access requirements are included in the proposed overlay zone (Appendix A).
- The proposed requirements address access management on a single property as compared to consolidation between properties alluded to in this section of the memorandum.
- The City will need additional resources in order to compensate property owners for more aggressive access management and consolidation of access points.

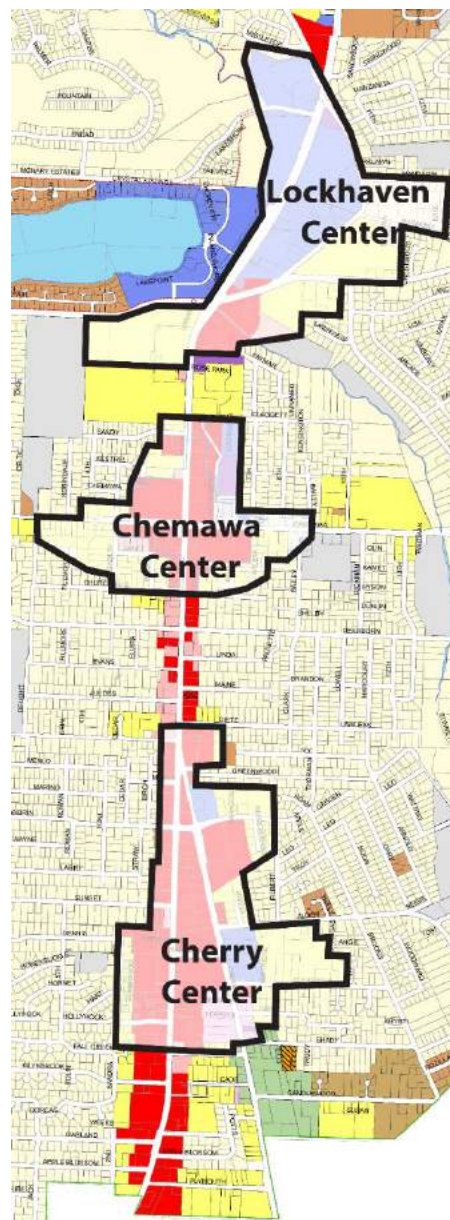
## 4. CODE AMENDMENTS FOR CENTERS

The concept of focusing development around centers of activity along the River Road/Cherry Avenue Corridor was developed as part of the *River Road Renaissance Plan*, adopted in 2003. That plan envisioned several distinct districts along the corridor, each with a higher-density development center at its heart. Development centers emphasize higher densities; mixed land uses; human-scaled design; transportation options; neighborhood cohesiveness and convenience; and livability. These concepts have been carried forward into the goals and objectives for the Keizer Revitalization Plan. The project team proposes a special set of code amendments targeted to centers along the River Road/Cherry Avenue Corridor, in order to help realize the community's goals for the corridor dating back to the time that the Renaissance Plan was adopted.

### 4.1 Geography

The recommended geography for the centers code amendments aligns with three of the development centers identified in the Renaissance Plan. The proposed centers are focused around the intersections of River Road and Lockhaven Drive, River Road and Chemawa Road, and the confluence of River Road and Cherry Avenue (see Figure 6). The recommended boundaries for each center typically include all of the parcels zoned for commercial and mixed-use, and in some places, include some additional multi-family lots, and single-family parcels where they are proposed to be rezoned to multi-family.

Figure 6. Proposed Centers



#### *Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:*

- *The proposed Centers were generally supported.*
- *Some modifications have been made to the mapping of the Centers to make their boundaries slightly tighter. See a map of the proposed Centers in the overlay zone (Appendix A).*

## 4.2. Master Plan Provision

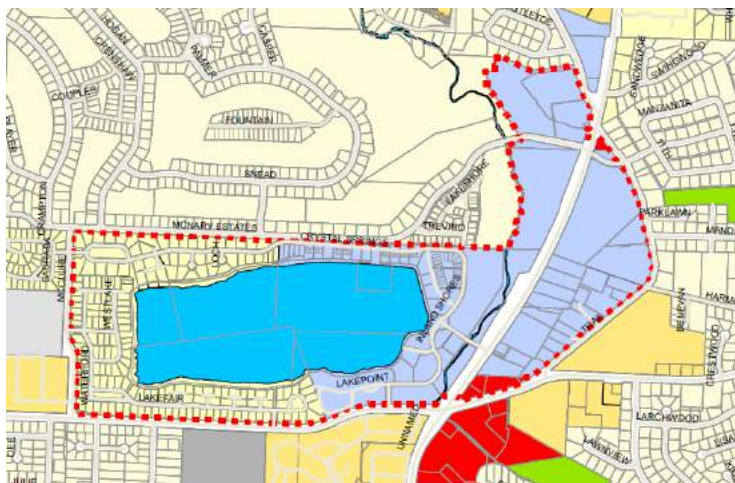
### Proposed Code Change:

Apply special Master Planning provisions to development in the Lockhaven Center, with guidelines or standards that could address elements such as required mix of uses; minimum residential density; minimum open space and open spaces; and pedestrian and bicycle access and circulation.

COMMENTARY:

The proposed center at Lockhaven Drive provides significant opportunity for new development, due to the existence of several large, undeveloped parcels in that area. The project team recommends that special Master Planning provisions apply to this area. This would be a modification to the Activity Center Overlay designation already applied to this area. As depicted in Keizer's Comprehensive Plan Map (a clip of which is shown in Figure 7), the McNary Activity Center overlaps with a large portion of the proposed Lockhaven Center. Per KDC 2.125, developments within the McNary Activity Center Overlay must comply with the McNary Activity Center Design Plan (adopted in 1991). Developments are required to submit a Master Plan showing the location of land uses, open spaces, and pedestrian and vehicular circulation, and a written explanation showing how these features achieve the purpose of the design plan. (Similar provisions apply within the Keizer Station Plan area.)

Figure 7. McNary Activity Center (dotted red outline)



Because the McNary plan is nearly 30 years old and much of the area around Staats Lake and Inland Shores Way has already been developed, the project team recommends that the McNary Activity Center be dissolved and replaced by a new Master Planning requirement for properties larger than a certain size (e.g., 2-5 acres) within the Lockhaven Center. This would ensure that development within this area meets certain performance targets (such as a mix of uses, connectivity, open space, etc.), while allowing flexibility within the large development sites. This will help foster the goal of

creating a more complete neighborhood in this area where residents also have easy access to retail, commercial and other services.

The proposed Master Plan review process would be a discretionary Type III procedure, in keeping with existing Master Plan provisions in the KDC. Inspiration for some of the new guidelines or standards that apply within the Lockhaven Center could come from the McNary Activity Center Design Plan, the list of possible conditions of approval for Activity Centers in KDC 2.125.07, and the Planned Unit Development (PUD) standards in KDC 2.311. These could include:

- Focus on pedestrian and bicycle access and circulation
- Minimum vehicle access spacing along arterials and collectors
- Orienting buildings and facilities toward transit services
- Encouraging shared parking
- Continuity and/or compatibility of landscaping, circulation, access, public facilities, and other improvements
- Requirement for a mix of uses (similar to the existing requirement for MU-zoned properties fronting on Cherry Avenue south of Manbrin Drive, which are required to devote at least 35%, but no more than 65%, of building floor area to residential uses)
- Minimum residential density
- Minimum common open space and open space standards
- Environmentally sensitive design along Claggett Creek

#### IMPLEMENTATION NOTES:

- Amend the Comp Plan to repeal (dissolve?) the McNary Activity Center Overlay and Design Plan
- Amend the Comp Plan Map to remove the McNary Activity Center Overlay

#### ***Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:***

- *Master Plan provisions are proposed for the Lockhaven Center in the overlay zone (Appendix A) that establish applicability; review procedures; development standards; development guidelines; and conditions of approval.*
- *Proposed development standards address a mix of uses and housing types and minimum residential density. Proposed development guidelines address encouraged shared access and open space.*
- *Proposed Comprehensive Plan text and map changes are presented in Appendix D. They include removing references to the McNary Activity Center, adding references to the KRP and RCOD, and removing mapped designations for the McNary Activity Center.*



### 4.3. Uses

#### Limit Auto-Oriented Uses

##### Proposed Code Change:

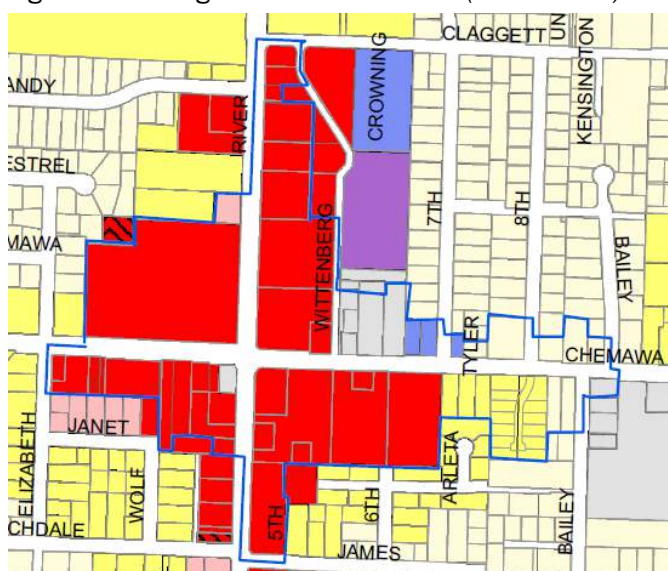
Restrict auto-oriented uses within centers.

##### COMMENTARY:

Auto-oriented uses tend to detract from the pedestrian-oriented, human-scale environment that is desired for centers along the River Road/Cherry Avenue Corridor. Uses such as drive-through restaurants, gas stations, and car repair shops tend to create environments that are both unappealing to pedestrians—with little activity at the sidewalk to draw their interest—and can often create safety hazards when cars frequently pull in and out of driveways and traverse the sidewalk. As such, the project team recommends restricting auto-oriented uses within centers.

Figure 8). The recommendation would be to apply similar restrictions to properties fronting River Road or Lockhaven Road in the Lockhaven Center, and fronting River Road or Cherry Avenue in the River/Cherry Center. As with the existing

Figure 8. Existing Use Restriction Area (blue outline)



The KDC already prohibits most auto-oriented uses for properties near the intersection of River Road and Chemawa Road. Per KDC 2.109.05 and 2.110.05, the Commercial Mixed Use (CM) and Commercial Retail (CR) zoning chapters prohibit these auto-oriented uses for properties with frontage on River Road or Chemawa Road within the “use restriction area” (see KDC provisions, existing businesses with drive-through facilities would be exempt).

As an alternative to full prohibition, the auto-oriented uses could be permitted subject to obtaining a Conditional Use Permit and meeting special standards. Special standards could include limiting applicable uses to a certain size and meeting all the new urban design standards for centers (as discussed in Section 3.5). Or auto-oriented uses could be permitted when separated or significantly screened from the street, and when the desired pedestrian and streetscape facilities are provided.

**IMPLEMENTATION NOTES:**

- These provisions could be included in a use categories table for centers that is similar to what is proposed corridor-wide (as described in Section 2.3).

**Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:**

- *The proposed code amendments include requiring that developers of auto-oriented uses obtain a conditional use permit and demonstrate how the use limits or mitigates impacts to the pedestrian environment (Appendix A).*

**4.4. Efficiency Measures****Minimum Landscaping / Maximum Lot Coverage****Proposed Code Change:**

Reduce minimum landscaping requirements in centers, beyond the reduction recommended corridor-wide, as recommended in the table below.

	<b>Min. Landscaping / Max. Lot Coverage</b>	
<b>Zone</b>	<b>Current Standards</b>	<b>Recommended Standards<sup>1</sup></b>
MU	Commercial: 15%/85% Mixed-Use: 20%/80% Residential: 25%/75%	Commercial: 5%/95% Mixed-Use: 10%/90% Residential: 10%/90%
RM	25%/75%	10%/90%
RS*	30%/70%	10%/90%
*Note: Reductions in the RS zone would only apply if RS-zoned properties are included within centers.		

**COMMENTARY:**

As discussed regarding landscaping standards in the corridor (Section 2.4), reducing the minimum landscaping standard was one of the efficiency measures that appeared to have a significant effect on the scenario outcomes, in terms of the amount and type of development that could occur. In combination with the other efficiency measures, reducing minimum landscaping allowed sites to be developed to a higher intensity and allowed certain building types to pencil out financially that otherwise would not. While a drastic reduction in minimum landscaping requirements (and

<sup>1</sup> The Model Code recommends minimum landscaping of 10% for single- and multi-family residential development and 5-10% for commercial and mixed-use zones



corresponding increase in maximum lot coverage) may not be appropriate corridor-wide, it may be desirable to allow a relatively high level of development intensity within centers by adjusting these standards.

As discussed in Section 2.5, the team recommends enhanced landscape design standards corridor-wide to ensure that while total landscaping may be reduced, attractive plantings are still provided. In terms of site aesthetics, the reduced landscaping requirement in centers will also be balanced by enhanced building and site design standards, as discussed in Section 3.5.

***Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:***

- *Landscaping and lot coverage standards are proposed for Centers in the overlay zone (Appendix A) consistent with the recommendations in this section of the memorandum.*

## **Minimum Off-Street Parking**

**Proposed Code Change:**

Allow reductions to minimum parking in centers by [10-25]% if development meets certain criteria, as described below.

**COMMENTARY:**

Like minimum landscaping, minimum off-street parking was one of the efficiency measures explored in the scenario modeling that facilitated more development in Scenarios 2 and 3 (the “Efficiency Measures” and “Upzoning” scenarios). Reduced parking ratios helped achieve more marketable, compact and efficient development in these scenarios. Centers are the most appropriate place to reduce minimum parking ratios, because they are envisioned as being highly walkable and well-served by transit. The idea is that as the River Road/Cherry Avenue Corridor becomes more desirable for development and attracts more housing, restaurants, and retail uses, the increased density in will allow those living in and around centers to walk to various destinations, while allowing others to either arrive by transit or to park once and accomplish multiple errands on foot.

Per KDC 2.303, parking ratios are determined by use, with eating and drinking establishments, for example, requiring a higher minimum ratio than retail or office uses. Ratios for multi-family housing is based on the number of bedrooms for each unit. The code already contains a provision permitting a 10% reduction in required parking spaces if the site is served by transit and the development provides transit related amenities such as transit stops, pull-outs, shelters, or park and ride lots. In the Mixed Use zone, parking requirements may be reduced through a parking impact study, through which applicants must demonstrate estimated peak use; easy pedestrian accessibility; availability of transit service or likelihood of car pool use; and adjacent on-street parking. The project team recommends a similar approach that allows a percentage reduction in parking in centers along the River Road/Cherry Avenue Corridor. The difference would be that the

recommended code would state what the allowable parking reductions were and what the applicant needed to demonstrate, in order to make the process more consistent and predictable.

The project team recommends a reduction to minimum parking by [10-25]% if the applicant can demonstrate the following:

- Use of shared parking strategies or development of a mix of uses that will allow for consolidation and sharing of spaces (e.g., spaces used by daytime visitors can be used by residents at night); or
- Adequate transit facilities and services or a TDM plan is in place that will demonstrably reduce parking demand; or
- Residential uses are targeted to populations with demonstrably lower parking needs (e.g., low income households, seniors, etc.)

#### IMPLEMENTATION NOTES:

- Parking reduction options could apply only to MU-zoned properties in centers, or to both MU and RM-zoned properties.
- Larger reductions to minimum parking standards beyond the proposed range of 10-25% may be appropriate to achieve the pedestrian-friendly vision for these areas. This will be an important point of discussion for the CAC, staff, and Planning Commission.

#### ***Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:***

- *Parking reductions are proposed in for centers in the overlay zone (Appendix A) in cases involving transit; shared parking; Transportation Demand Management plans; low-trip-generating uses; increased bicycle parking; and parking for vanpools/carpools and other non-single-occupant-vehicle alternatives.*

## 4.5. Urban Design Standards

In order to establish centers along the River Road/Cherry Avenue Corridor that are vibrant, energetic, and walkable, the project team recommends a set of specialized urban design standards that work together to create a pedestrian-friendly environment. Pedestrian-oriented places provide visual interest at eye-level, feel safe and comfortable for people walking, contain a variety of activities and services, are easy to navigate on foot, and provide open areas and amenities for gathering and resting.

The following section identifies strategies for site and building design that are intended to create development in centers that engages pedestrians and passersby. Several of the recommended strategies in this section also reinforce other project objectives, including promoting more compact forms of development and maximizing development opportunities.

### Site Design

#### ***Setbacks***

**Proposed Code Change:**

Establish the following setback and frontage occupancy standards in centers for properties fronting River Road, Lockhaven Drive, Chemawa Road, and Cherry Avenue:

- Minimum front setback: 0 feet
- Maximum front setback: 10 feet unless public amenity requires additional space.
- Require at least 50% of a site frontage to be occupied by a building that meets the maximum setback. Allow the percentage to be reduced to [40%] if a plaza or other pedestrian open space is provided.
  - *Alternative:* Instead of regulating building frontage occupancy, the code could simply limit vehicle parking and circulation areas to 50% of a site frontage.

These proposed standards would apply to both residential and non-residential uses (or mixed uses).

**COMMENTARY:**

Buildings placed close to the sidewalk provide an engaging experience for pedestrians. They allow passersby to interact with building interiors, both physically—through direct access to entrances—and visually—by seeing through windows and other openings. They also help establish a sense of enclosure that creates more comfortable spaces for walking. The existing front setback requirement in the MU zone is a minimum of 10 feet. There is a provision in KDC 2.107 for a small cluster of MU properties fronting Cherry Avenue south of Manbrin Drive, where the minimum is 5 feet and the maximum is 10 feet. The proposed maximum setback for centers matches this standard. As described in Section 2.4, zero front setbacks are proposed to be allowed in the MU zone corridor-wide, and are also proposed in any zone in centers for properties facing major streets.

Frontage occupancy—sometimes known as “build-to percentage” or “front property line coverage”—is the percent of a property’s street frontage that is occupied by a building, and works closely with setback standards. Maximum setbacks and frontage occupancy should work together to establish a consistent street frontage in centers.

While buildings should be allowed to occupy the full site frontage, there should also be some allowance for open areas that serve to extend the sidewalk and provide places for gathering and resting. The idea of creating more gathering spaces in the area has received strong support from participants in the planning process to date. The project team recommends allowing the minimum frontage occupancy requirement to be reduced if the applicant proposes providing a plaza or other usable open space with pedestrian amenities. Refer to the Pedestrian Open Space section below for additional recommendations.

***Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:***

- *Minimum and maximum front setback provisions for Centers are included in the overlay zone (Appendix A) consistent with the recommendations in this section.*

- *Frontage occupancy requirements were not strongly supported and, thus, are not included in the proposed overlay zone.*

### **Parking Location**

#### **Proposed Code Change:**

Prohibit vehicle parking or circulation areas between the front of buildings subject to maximum setback standards and the street.

#### **COMMENTARY:**

Buildings set back from the street with parking next to the sidewalk are less interesting and less comfortable for pedestrians. To promote a safe, comfortable, and vibrant pedestrian environment, it is best to limit surface parking adjacent to sidewalks. The project team recommends allowing surface parking and vehicular circulation areas behind buildings, or to the side of buildings, as long as the minimum 50% frontage occupancy standard is met. As noted in the Setbacks section above, an alternative standard to 50% frontage occupancy would be limiting parking and circulation areas to 50% of a site frontage. As noted in the Landscaping section below, modified parking lot perimeter landscaping standards are also recommended.

#### **Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:**

- *The proposed overlay zone (Appendix A) limits parking and vehicle circulation areas in yards fronting arterial roads consistent with the recommendations in this section.*

### **Building Entries**

#### **Proposed Code Change:**

Require the following entry orientation and design standards for all buildings in centers:

- **Orientation** – All buildings must have at least one primary entry facing the street.
- **Walkway** – All primary entries to a building must be connected to the sidewalk by a direct and continuous walkway.
- **Entry Design** – The primary building entries must be architecturally emphasized through the use of one or more of the following features: recessed doorway; overhangs or canopies; transom windows; ornamental light fixtures; larger, transparent or more prominent doors; or pilasters or columns that frame the doorway.

#### **COMMENTARY:**

Orienting buildings and entrances to the street helps promote an active and engaging street frontage. Building entries are important in making buildings accessible and interesting for

pedestrians, and help break down the scale of the building. The proposed standards will ensure that primary entrances are highly visible and accessible to pedestrians.

***Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:***

- *The proposed overlay zone (Appendix A) establishes regulations for building orientation, primary entrances, and entry design consistent with the recommendations in this section.*

**Landscaping**

**Proposed Code Change:**

Require perimeter landscaping with a minimum width of 5 feet where surface parking or vehicular circulation areas are located adjacent to the right-of-way. Landscaping must include trees spaced not more than 30 feet on center, and a mix of shrubs and ground cover.

Waive existing buffering and screening standards for parking areas, except when abutting residential zones.

**COMMENTARY:**

Landscaping can soften the edges and provide screening for vehicle parking and circulation areas. This will provide a more comfortable experience for pedestrians where parking is adjacent to the sidewalk, and will reduce the impact of large paved areas. The existing KDC Chapter 2.303 establishes standards for interior parking lot landscaping, and Chapter 2.309 requires screening and buffering for loading areas, as well as for multi-family parking lots with 20 or more vehicles and commercial or industrial parking lots for 30 or more vehicles. Three buffer width options are provided—15 feet, 10 feet, and 5 feet—and the narrower buffer widths are associated with heightened screening requirements. Meeting these buffering standards for parking lots could require a significant amount of site area, and may not be compatible with the more urban, compact development that is sought in centers. As such, the project team recommends waiving the buffering and screening standards for parking areas in centers, except where parking areas for commercial, multi-family, or industrial uses abut a residential zone.

***Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:***

- *The proposed overlay zone (Appendix A) includes perimeter landscaping provisions consistent with the recommendations in this section.*

**Pedestrian Open Space**

**Proposed Code Change:**

Allow the minimum frontage occupancy requirement to be reduced to [40%] if a plaza or other pedestrian open space is provided between the building and the

sidewalk. The pedestrian open space must include at least two of the following pedestrian amenities: benches, tables and chairs, seat walls, fountains, or public art. Pedestrian open space may be partially or entirely paved, and may include pocket parks, pedestrian walkways, landscaping, or stormwater planters as long as pedestrian amenities are also provided.

#### COMMENTARY:

Providing community gathering spaces along the River Road/Cherry Avenue Corridor was identified as one of the Keizer Revitalization Plan's key objectives. Centers are the most appropriate places for such gathering spaces, as they are envisioned as hubs of community activity and highly pedestrian-friendly places. Well-used plazas and outdoor seating areas create a sense of vitality along the street and can enhance the sense of community in an urban area. Encouraging the creation of gathering spaces as part of private development by relaxing the frontage occupancy standards to allow them is just one way to meet this need. The initial suggestion is to reduce the frontage occupancy standard to 40%, but a larger reduction (or potentially waiving the maximum setback requirement) could be appropriate if more space is needed for pedestrian amenities.

#### *Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:*

- *Pedestrian open space standards are established for Centers in the proposed overlay zone (Appendix A) that allow for setback increases in exchange for pedestrian spaces; offer options for pedestrian amenities that must be provided; and offer options in terms of the surfacing of the space.*

## Building Design

### Window Coverage

#### **Proposed Code Changes:**

Require minimum window coverage for street-facing facades:

- **Non-residential or mixed-use buildings:** Require windows, display areas, or glass doorways to cover at least [50-60%] of the ground floor wall area and at least 20% of the wall area of upper stories (if more than one story).
- **Multi-family residential buildings:** Require windows, display areas, or glass doorways to cover at least [20-25%] of the ground floor wall area and at least 20% of upper stories (if more than one story).
- All required windows must have a have a Visible Transmittance (VT) of 0.6 or higher.



**COMMENTARY:**

Window area or “glazing” at the ground floor ensures that buildings provide views of activity, people, and merchandise, and engages the interest of passersby. Ground floor windows also enhance the safety of public spaces by providing direct visibility to the street. Higher levels of glazing at the ground floor are appropriate for commercial and other non-residential uses, whereas privacy is more of a concern for residential uses. Windows at upper stories provide variation and interest for building facades.

The existing development standards in KDC 2.315 require street-facing elevations in the MU, CM, and CR zones to provide windows covering a minimum of 50% of ground floor wall area. The proposed glazing standards for centers build on these existing standards by increasing the minimum ground floor glazing, requiring upper-floor windows, and differentiating standards for residential and non-residential uses.

***Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:***

- *Window coverage requirements are established for Centers in the proposed overlay zone (Appendix A) that address lower upper floor and ground floor areas of residential and non-residential buildings consistent with the recommendations in this section.*

***Articulation and Detailing*****Proposed Code Changes:**

- **Façade Articulation** – Clarify façade articulation standards and expand the design treatment options for providing articulation. Require a break in the façade at least every 30 feet. A “break” is a change in wall plane of not less than [12 inches] in depth. Potential treatment options could include: variation in building material, building off-set, projection (such as porch or balcony), recess, window reveal, pilaster, column, marquee, or similar architectural feature. Require at least two articulation treatments for each street-facing façade.
- **Roofline Articulation** – Require roofline articulation every 30 feet, in a manner that corresponds with the facade articulation. Potential roofline treatment options: gables, dormers, offsets in ridgeline, stepped parapets, cornice lines, or changes in roofline elevation.
- **Distinct base, middle and top** – Require buildings with more than 2 stories to have a distinct base, middle and top to break up the vertical mass of buildings. Buildings should utilize horizontal bands and/or changes in color, material, form and/or pattern to differentiate the base and middle. Roof lines shall establish a distinctive top to a building. Sloped roofs must have a minimum slope of [4:12] and eaves with a minimum overhang of [12 inches]. Flat roofs must either provide a cornice or a parapet (both with minimum dimensions).
- **Corner Entrances** – Encourage buildings on corner lots to have corner entrances. Where a corner entrance is not provided, the building plan should provide an

architectural element or detailing (e.g., tower, beveled corner, art, special trim, etc.) that accentuates the corner location.

**COMMENTARY:**

Articulation describes variation in architectural features that break up larger building fronts into smaller planes and masses. Articulation is key to creating visual interest, establishing a rhythm for pedestrians, and maintaining a human scale. Features that create articulation include windows, balconies, recesses, projections, roofline offsets, canopies, or changes in building material.

The existing development standards in KDC 2.315 require variation in street-facing building facades in the MU, CM, and CR zones. Variation in the form of building materials, an off-set of at least 2 feet, or projection must be provided every 30 feet. The proposed standards for centers build off these existing standards with the intent of providing a heightened level of articulation and more clarity and detail, in order to enhance the experience for pedestrians in these areas. In addition, the proposed corner entrance/design treatment standard is intended to help activate and add visual interest and focal points to corner sites, which are typically the most visible sites on a block.

***Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:***

- *The proposed overlay zone (Appendix A) establishes standards for articulation and detailing consistent with the recommendations in this section.*
- *In addition, weather protection is addressed.*

**Building Materials**

**Proposed Code Changes:**

- Prohibit the following exterior materials or finishes in centers:
  - Vinyl siding
  - T-111 or similar sheet materials
  - Plain concrete block (not including split faced, colored, or other block designs that mimic stone, brick, or other masonry); foundation material may be skim-coated concrete block where the foundation material is not revealed for more than 3 feet.
- Require each street-facing building façade to include a minimum of two types of exterior materials, each with an area of at least 20% of the façade. Allow masonry (except CMU) to be used singly and applied to the entirety of the façade.

**COMMENTARY:**

The intent of the proposed building materials standards is to evoke a sense of permanence and durability for new buildings in centers. Existing façade standards in KDC 2.315 for the MU, CM, and CR zones provide lists of both permitted and prohibited materials. The proposed standards simplify the approach by only prohibiting those standards that are undesirable, rather than attempting to

list all the materials that would be acceptable in centers. The proposed added requirement for two or more materials is intended to establish variety in textures, colors, and/or patterns.

***Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:***

- *The proposed overlay zone (Appendix A) regulates building materials in Centers consistent with the recommendations in this section.*

**Screening of Mechanical Equipment**

**Proposed Code Changes:**

- **Building Walls** – Require screening for mechanical equipment, such as utility vaults, air compressors, generators, antennae, satellite dishes, or similar equipment mounted to street-facing building walls. Standpipes, meters, vaults, and similar equipment need not be screened but shall not be placed on a front elevation when other feasible alternatives exist; such equipment shall be placed on a side or rear elevation where feasible.
- **Rooftops** – Rooftop mechanical units shall be set back or screened behind a parapet wall so that they are not visible from any public right-of-way. Allow exemptions for solar panels.
- **Ground-Mounted Mechanical Equipment** – Ground-mounted equipment, such as generators, air compressors, trash compactors, and similar equipment, shall be limited to side or rear yards and screened with fences or walls constructed of materials similar to those on adjacent buildings. Hedges, trellises, and similar plantings may also be used as screens where there is adequate air circulation and sunlight, and irrigation is provided.

**COMMENTARY:**

KDC 2.315 requires screening for roof-mounted equipment in the CM, CR, CO, and MU zones, and for mechanical devices (considered “accessory structures”) at the ground level in all zones. The proposed standards provide more detail and clarity for screening standards, and also include wall-mounted equipment.

**IMPLEMENTATION NOTES FOR SITE AND BUILDING DESIGN STANDARDS:**

- Include graphics and/or example photos to illustrate site and building design standards wherever feasible. This will make standards easier to interpret. Establish rules for when these standards apply. For example, the standards apply to all new development, and to expansions and alterations to existing buildings of over [500 square feet].
- Add language in the Development Standards chapter (KDC 2.315) indicating that the special standards for River Road/Cherry Avenue centers override any conflicting standards in that chapter.

***Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:***

- *The proposed overlay zone (Appendix A) establishes mechanical equipment screening standards consistent with the recommendations in this section.*
- *A reference to RCOD development standards is proposed for addition to KDC Section 2.315. (See Appendix B.)*

**APPENDIX A – PROPOSED KEIZER DEVELOPMENT CODE AMENDMENTS:  
RIVER-CHERRY OVERLAY DISTRICT**

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RIVER-CHERRY OVERLAY DISTRICT**

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**Section X.XXX**  
**RCOD – RIVER-CHERRY OVERLAY DISTRICT**

**X.XXX.01 Purpose**

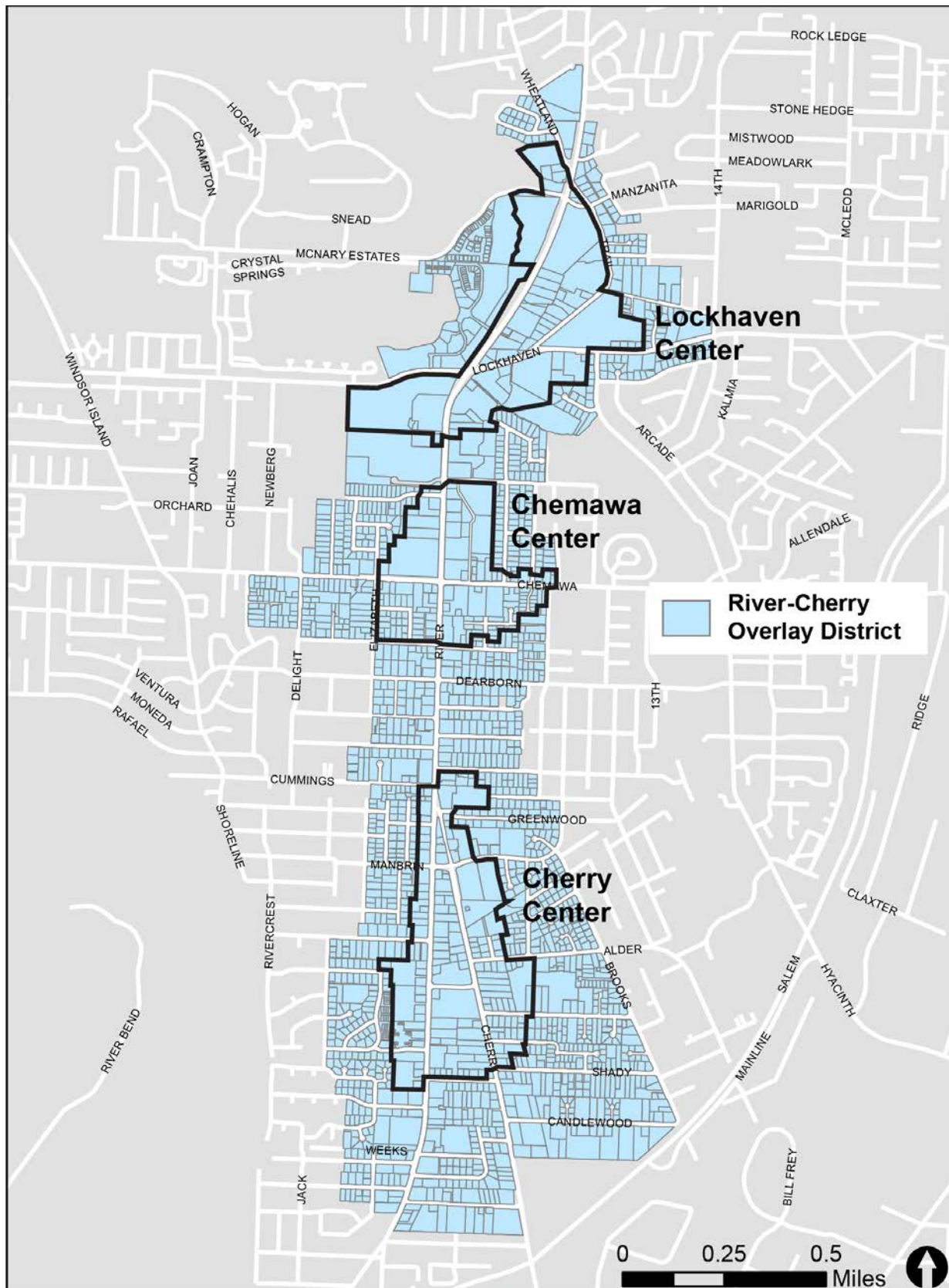
The purpose of the River-Cherry Overlay District (RCOD) is to implement the land use principles of the Keizer Revitalization Plan, dated \_\_\_\_ 2019. The RCOD is intended to promote efficient use of land and urban services; create a mixture of land uses that encourages employment and housing options in close proximity to one another; and encourage pedestrian-oriented development. This zone is intended to be accessible to pedestrians and bicyclists, as well as people using automobiles.

**X.XXX.02 Boundaries of the River-Cherry Overlay District**

The boundaries of the RCOD, and boundaries of the three Centers sub-districts, are shown in Figure X.XXX-1.



Figure X.XXX-1: River-Cherry Overlay District (RCOD)



### **X.XXX.03 Applicability**

- A. The provisions of this Section shall apply to all lands located within the boundaries of the RCOD illustrated in Figure X.XXX-1. The three Centers sub-districts of the RCOD are illustrated in Figure X.XXX-1 and are established as follows:
1. Lockhaven Center – Extends from approximately McNary Heights Drive N at the north to Rose Park Lane NE at the south; and from approximately Lakefair Place N at the west to Crestwood Court NE at the east. The intersection of River Road N and Lockhaven Drive N is intended to be the center of activity within Lockhaven Center.
  2. Chemawa Center – Extends from approximately Claggett Street NE at the north to James Street NE at the south; and from approximately Elizabeth Street N at the west to Bailey Road NE at the east. The intersection of River Road N and Chemawa Road N is intended to be the center of activity within Chemawa Center.
  3. Cherry Center – Extends from approximately Dietz Avenue NE at the north to Bever Drive NE at the south; and from approximately 3<sup>rd</sup> Avenue N at the west to Partridge Lane NE at the east. The intersection of River Road N and Cherry Avenue NE is intended to be the center of activity within Cherry Center.
- B. The provisions of the RCOD shall apply to all new construction or major renovation, where “major renovation” is defined as construction valued at 25% or more of the assessed value of the existing structure, unless otherwise specified by the provisions in this Section. Applications for new construction or major renovation in the RCOD are subject to City review as provided in KDC Section 3.101, and to the standards and guidelines in Sections X.XXX.040 - X.XXX.XXX.
- C. The RCOD replaces selected development standards in the underlying zoning districts, as set forth in Section X.XXX.XXX *[dimensional/development standards section]*.

### **X.XXX.04 Uses**

#### **A. Permitted Uses**

The following uses are permitted in the Mixed Use (MU) zone within the RCOD.

USE CATEGORY	PERMITTED  P = Permitted outright S = Permitted subject to Special Use provisions C = Permitted conditionally	NOTES
<b>Residential</b>		
Household Living	P/S	Such as buildings with one or more dwelling units.

USE CATEGORY	PERMITTED P = Permitted outright S = Permitted subject to Special Use provisions C = Permitted conditionally	NOTES
		Special Use provisions apply to shared housing facilities (Sections 2.403 and X.XXX.05.C), zero side yard dwelling units (Section 2.404), cottage clusters (Section 2.432), and home occupations (Section 2.407).
Group living	P/S	Such as residential homes and facilities. Special Use provisions apply to nursing and personal care facilities (Section 2.431).
<b>Commercial</b>		
Commercial Lodging	P/S	Such as hotels and motels. Special Use provisions apply to bed and breakfast establishments (Section 2.408).
Commercial Recreation	P	Such as athletic clubs.
Commercial Parking	P	Only parking structures.
Durable Goods Sales	P	Such as home improvement, home furnishing, and appliance stores.
Eating and Drinking Establishments	P	
Health Care Offices	P	
Marijuana Facilities	S	Such as medical marijuana facilities and marijuana retailers. Special Use provisions apply (Section 2.433).
Offices	P/S	Such as finance, legal, and other professional businesses. Special use provisions apply to veterinary services (Section 2.414)
Retail Sales and Services	P/S	Such as food, apparel, hardware, and auto supply stores. Special Use provisions apply to used merchandise stores (Section 2.417), mobile food vendors (Section 2.434), funeral services (Section 2.415), and adult entertainment businesses (Section 2.418).

USE CATEGORY	PERMITTED P = Permitted outright S = Permitted subject to Special Use provisions C = Permitted conditionally	NOTES
		Additional development standards apply to auto-oriented sales and services in RCOD Centers (Section X.XXX.XX(B)(4)).
Quick Vehicle Servicing	C	Such as gasoline service stations. Service stations consistent with Section 2.110.04.C are Conditional Uses. Additional development standards apply to auto-oriented services in RCOD Centers (Section X.XXX.XX(B)(4)).
<b>Industrial</b>		
Light Manufacturing	C	Craft industries are Conditional Uses subject to the provisions in Section 2.421.
<b>Institutional</b>		
Assembly Facilities	P/S	Such as social and civic organizations. Special Use provisions apply to places of worship (Section 2.423).
Community Services	P	Such as public administration buildings.
Medical Centers	P	Such as clusters of health care offices (not a hospital).
<b>Infrastructure/Utilities</b>		
Parks and Open Space	P	Such as parks, plazas, playgrounds, and community clubs.
Public Safety Facilities	P/C	Such as police stations. Fire and ambulance stations are Conditional Uses subject to general Conditional Use criteria in Section 3.103.03.
Transportation Facilities	S/C	Special Use provisions apply to transit facilities (stops) (Section 2.305). Transit stations (centers) are Conditional Uses subject to the provisions in Section 2.429.
Wireless Communications Facilities	S	Special Use provisions apply (Section 2.427).

## B. Prohibited Uses

The following uses are prohibited in the RCOD. This prohibition does not apply to any legally established use as of the date of the adoption of this Ordinance.

1. Farm uses
2. Rendering, processing, and/or cleaning of food products for wholesale use
3. Outdoor storage or display whose impacts are not mitigated for consistent with Section 2.107.05.B.7
4. Camping and overnight parking in parking lots
5. Hospitals

## **X.XXX.05 Dimensional and Development Standards**

The following subsections indicate dimensional standards and development standards required in the RCOD. These standards supplement, and in some cases replace, the development standards in the underlying zoning districts. Where the standards set forth in this Section conflict with standards in the underlying zoning districts, the RCOD development standards set forth in this Section shall control.

Section X.XXX.XX provides dimensional and development standards for Centers. For properties located within Centers, the standards of Section X.XXX.XX shall supersede the standards of this section.

### A. Dimensional Standards

#### 1. Minimum Lot Dimension Requirements

Zone	DIMENSION	Development Type			
		Single Family Attached	Single Family Detached	Duplex	Multi-Family
MU	Lot Size	2,000 sq. ft.	3,000 sq. ft.	4,000 sq. ft.	None (use density only)
	Average Width	20 feet	30 feet	40 feet	(defer to underlying zone)
RM	Lot Size	2,500 sq. ft.	3,000 sq. ft.	4,000 sq. ft.	None (use density only)
	Average Width	25 feet	30 feet	40 feet	(defer to underlying zone)

RS	Lot Size	3,000 sq. ft.	3,500 sq. ft.	5,000 sq. ft. (1)	N/A
	Average Width	30 feet	35 feet	50 feet (1)	N/A

(1) Duplexes are only permitted on corner lots, per Sections 2.102.03 and 2.403.

## B. Development Standards

### 1. Minimum Landscaping and Maximum Lot Coverage

The minimum landscaping and maximum lot coverage standards are provided in the following table. Minimum landscaping for a property shall include all required yards. Landscaped areas shall be landscaped as provided in Sections 2.309 and X.XXX.XX [landscaping section of overlay]. Maximum lot coverage shall include all buildings, accessory structures, and paved parking areas.

Zone	Minimum Landscaping	Maximum Lot Coverage
MU	Commercial: 10% Mixed Use: 15% Residential: 15%	Commercial: 90% Mixed Use: 85% Residential: 85%
RM	15%	85%
RS	15%	85%

### 2. Residential Density

The minimum and maximum density for subdivisions, partitions, multi-family or any residential development shall be as follows:

Zone	Minimum Density (1)	Maximum Density (1)
MU	12 units per acre (2)	28 units per acre
RM	8 or 10 units per acre (3)	14 or 24 units per acre (3)
RS	6 units per acre	10 units per acre

(1) Accessory residential housing units are included in the minimum density calculations in the RM and MU zones but are not included in the maximum density calculations in the RM and MU zones. Accessory residential units are not included in minimum or maximum density calculations in the RS zone.

(2) There shall be no minimum residential density requirement for multi-family development within a mixed use building.



*(3) For property designated Medium Density in the Comprehensive Plan, the minimum density shall be 8 units per acre; the maximum density shall be 14 units per acre. For property designated Medium-High Density in the Comprehensive Plan, the minimum density shall be 10 units per acre; the maximum density shall be 24 units per acre.*

### 3. Off-Street Automobile Parking Requirements

#### a. Applicability

- i. The provisions of this Section shall apply to new development or redevelopment in the RCOD, as defined in Section X.XXX.XX *[applicability section of overlay]*.
- ii. A change in the use of a building or structure from one permitted use to another permitted use shall not require additional parking spaces otherwise required for new development or redevelopment under the provisions of Section X.XXX.XX.3.b or of Section 2.303.

#### b. Off-Street Automobile Parking Requirements

Off-street parking shall be provided in the amount not less than listed below.

LAND USE ACTIVITY	SPACES REQUIRED
Recreation Facility	1 space per 300 square feet
General Offices	1 space per 500 square feet
Personal Services	1 space per 400 square feet
Retail	1 space per 400 square feet
Eating/drinking Establishment	1 space per 200 square feet
Single Family and Duplex	1 per dwelling unit
Multi-family types	1 space per 1 bedroom unit or studio OR 1.25 spaces per 2 bedroom unit OR 1.5 spaces per 3 or more bedroom units

All other land use activities shall be subject to the parking requirements of Section 2.303.06.A.

- c. Allowances for parking reduction in Section 2.303.06.B and parking increase 2.303.06.C shall apply in the RCOD. Within designated Centers, additional reductions to required off-street parking may also be provided per Section X.XXX.XX *[section on parking reduction in Centers]*.

4. Flexibility for Mixed Use Development

The following provisions are intended to provide additional flexibility for mixed use development within the RCOD. These provisions shall apply if an applicant wishes to consolidate one or more parcels zoned Mixed Use (MU) with one or more adjacent and contiguous residentially-zoned parcels. The residentially-zoned portions of the consolidated site may develop with any use permitted in the MU zone, provided the following requirements are met:

- a. One new housing unit shall be provided for each existing housing unit that is displaced by the redevelopment of the site.
- b. Buffering and screening shall be provided between any multi-family, mixed use, or non-residential uses developed on-site and any adjacent residentially-zoned parcel, pursuant to KDC Section 2.309.05.

C. Standards for Accessory Residential Housing

Accessory residential housing in the RCOD is subject to the following development standards. Where the standards set forth in this Subsection conflict with standards in Section 2.403 (Shared Housing Facilities), the standards set forth in this Subsection shall control.

1. Number of Dwelling Units. Up to two (2) accessory housing units are permitted per lot. If two units are proposed, one (1) of the units shall be located within the primary residence. The second unit may be attached to or detached from the primary residence. If one unit is proposed, that unit may be within, attached to, or detached from the primary residence.
2. Parking. No additional parking is required for the accessory housing unit if only one accessory unit is proposed. One additional parking space is required for a second accessory unit. Existing parking required for the primary residence must be maintained or replaced on-site following development of accessory housing units.
3. Owner occupancy. The property owner is not required to occupy the primary or accessory residential housing units on the subject property.

**X.XXX.06 Landscaping Standards**

The following subsections indicate landscaping standards required in the RCOD. These standards supplement, and in some cases replace, the landscaping standards in KDC Section 2.309. Where the standards set forth in this Section conflict with standards Section 2.309, the RCOD development standards set forth in this Section shall control.

A. Purpose

The purpose of the landscaping standards in this Section is to provide enhanced landscape design for sites within the RCOD, in order to create attractive street frontages that enhance the appearance of the district and provide a pleasant experience for

pedestrians. The purpose is also to balance the reduced requirements for minimum landscaped area in the district, per Section X.XXX.XX.B.1 [*min. landscaping section*].

**B. Landscape Standards**

1. All front yards and all side yards abutting a street either shall be landscaped according to the following standards or shall be occupied by pedestrian amenities (e.g., plaza, outdoor seating, outdoor eating areas).
  - a. All street-facing facades shall have landscaping along their foundation.
  - b. The landscaped area shall be at least 3 feet wide.
  - c. An evergreen shrub meeting the planting standards of Section 2.309.06.H shall be planted for every 3 lineal feet of foundation.
  - d. Where landscaped areas in front yards and in side yards abutting a street are a minimum of 10 feet wide, trees shall be planted for every 30 lineal feet of building foundation.
  - e. Groundcover meeting the planting standards of Section 2.309.06.I shall be planted in the remainder of the landscaped area.
  - f. Plants approved by the [Zoning Administrator] or on City-approved lists shall be used.
  - g. Exceptions. These standards do not apply to properties with front yard setbacks that are less than 10 feet.
2. The following planting standards shall apply to all required landscape areas except for front yards or side yards abutting a street, as provided in subsection 1.
  - a. Trees – A minimum of one (1) tree shall be planted for every 500 square feet of required landscape area. Evergreen trees shall have a minimum height of 6 feet and deciduous trees shall have a minimum caliper of 2 inches and a minimum height of 8 feet at the time of planting.
  - b. Shrubs – One (1) evergreen shrub having a minimum mature height of 4 feet shall be provided for every 75 square feet of required landscape area.
  - c. Ground cover – Ground cover meeting the standards of Section 2.309.06.I shall be planted in the landscaped area not occupied by required trees or shrubs.
  - d. Plants approved by the [Zoning Administrator] shall be used.
  - e. Rock, bark, or similar landscape cover materials may be used for up to 25% of the required landscape area. Hardscape treatments may be substituted upon approval of the [Zoning Administrator].

**X.XXX.07 Access Standards**

**A. Purpose**

The purpose of managing access points onto public streets, especially onto collectors and arterials, is to reduce conflicts between users of the transportation system, to

increase safety, to aid in the flow and mobility of traffic by all modes, and to create a more welcoming pedestrian environment.

B. Applicability

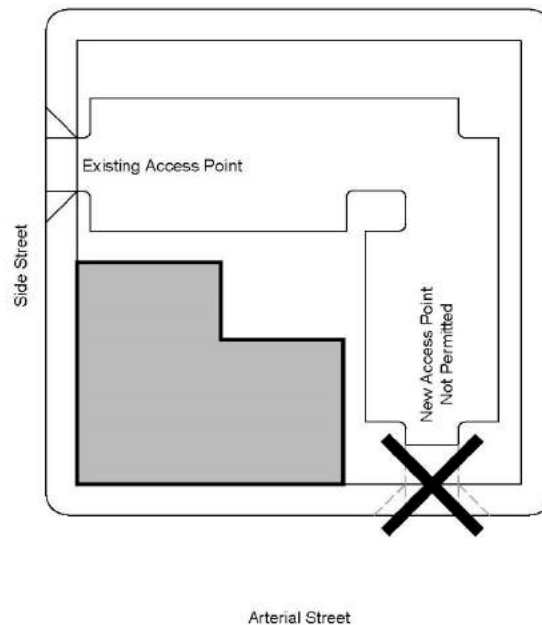
In addition to the general applicability standards established in X.XXX.03(B), the provisions of this Section shall apply to development that involves a change of use where a site's required off-street parking area will increase by more than 10% of the existing area, the number of parking spaces will increase by more than 15% of the existing number of parking spaces, or more than 20% of a site's existing parking area will be re-paved/resurfaced.

C. Access Standards

Street functional classifications and spacing standards referred to in the following provisions are established in the currently adopted City of Keizer Transportation System Plan.

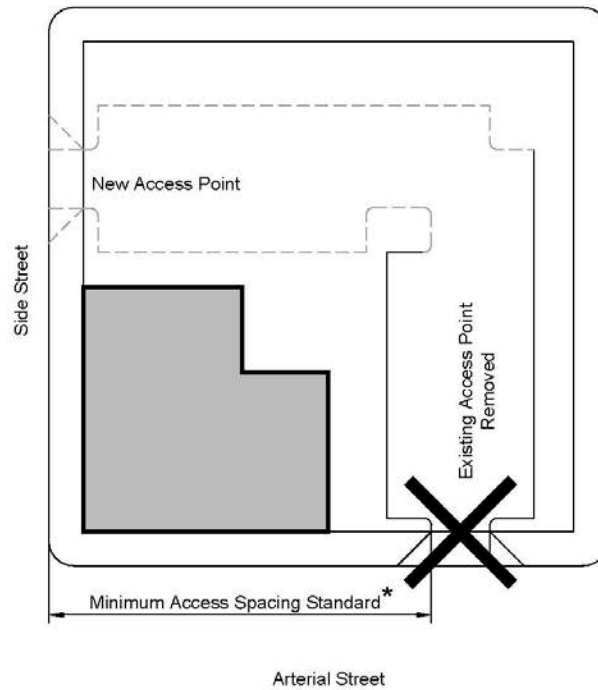
1. Standard A – A property fronts an arterial and a side street, which is not classified as an arterial, and has its existing access point on the side street. The access point on the side street shall be maintained and a new access point on the arterial is not permitted.

*Figure X.XXX.07-1: Access Standard A*



2. Standard B – A property has a single existing access point on an arterial street and also fronts a side street that is not an arterial. If the existing access point has substandard spacing from the nearest intersection or driveway, the existing access point shall be closed and a new access point on the side street shall be established.

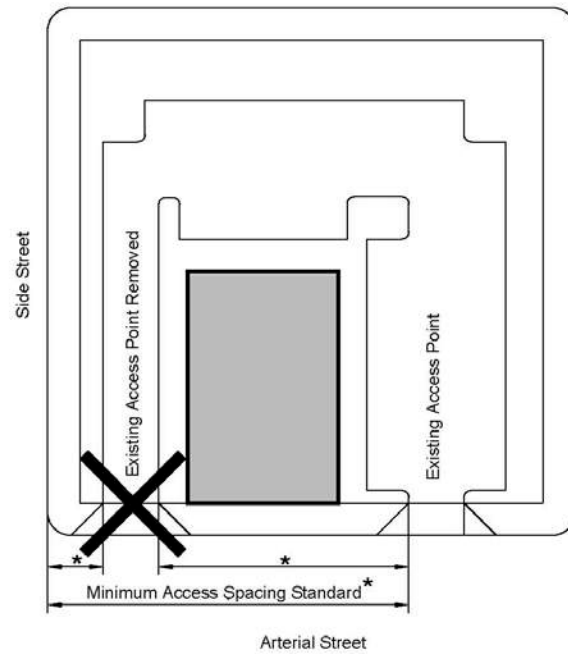
Figure X.XXX.07-2: Access Standard B



- \* Substandard spacing could potentially exist:
- 1) Between access points (driveways) on a site and street intersections.
  - 2) Between access points (driveways) on a site and access points (driveways) on neighboring sites.

3. Standard C – A property has two or more existing access points on an arterial. All access points with substandard spacing shall be closed, while a minimum of one access point may be maintained. If all existing access points have substandard spacing from the nearest intersection or driveway, the access point with spacing that is closest to meeting spacing standards shall be maintained.

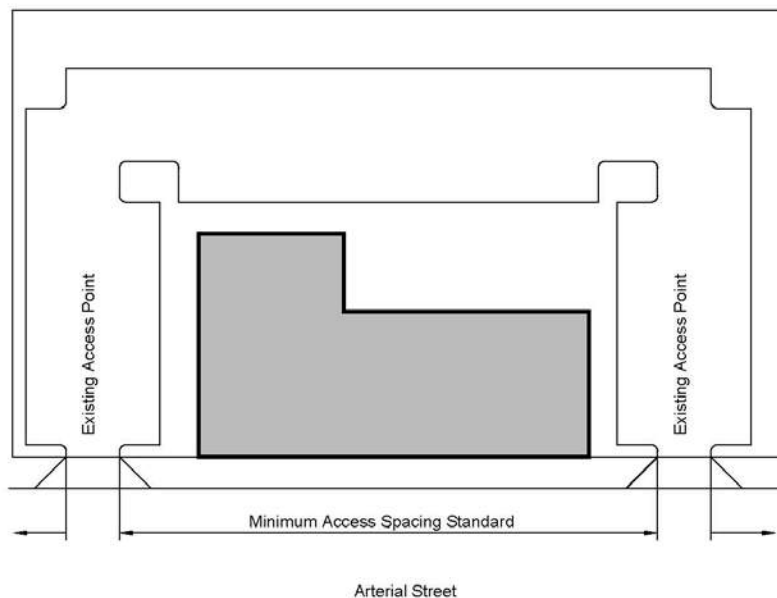
Figure X.XXX.07-3: Access Standard C



- \* Substandard spacing could potentially exist:
- 1) Between access points (driveways) on a site with multiple driveways on a frontage.
  - 2) Between access points (driveways) on a site and street intersections.
  - 3) Between access points (driveways) on a site and access points (driveways) on neighboring sites.

4. Standard D – A property has one or more access points on an arterial and all access points have sufficient spacing from the nearest intersection or driveway. The access points may be maintained.

Figure X.XXX.07-4: Access Standard D





5. Exceptions. Where there are safety or traffic operations issues identified in a traffic impact analysis prepared consistent with Section 2.301.04, which are the result of substandard access spacing, the Director may require one or more of the following:
  - a. A limit on the number, location, and/or turning movements of existing and new proposed connections to a City street.
  - b. A driveway to extend to one or more edges of a parcel to allow for future extension and inter-parcel circulation as adjacent properties develop.
  - c. A recorded access easement for future joint use of the approach and driveway as the adjacent property(ies) develop(s).

#### **X.XXX.08 Master Plans in Lockhaven Center**

##### **A. Purpose**

The purpose of requiring Master Plans within the Lockhaven Center is to allow for a mixture of intensive land uses, emphasizing employment opportunities, housing, transit and pedestrian facilities, and circulation; to allow some flexibility in how sites are developed; and to ensure coordination between the development of different sites within the Center.

##### **B. Applicability**

The provisions of this Section shall apply to development sites that are: (1) located within the Lockhaven Center, as identified in Figure X; (2) larger than 4 acres; and (3) zoned Mixed Use (MU).

##### **C. Review Procedure**

All development over 4 acres within the Lockhaven Center is subject to Type III review as provided in KDC Section 3.101, and shall be required to submit a Site Master Plan for approval as part of the application process.

Type III actions follow the procedures found in Section 3.204.02. Staff has an advisory role. The Zoning Administrator shall make a recommendation to the Planning Commission, which then makes a recommendation to the City Council for public hearing and decision bypassing the Hearings Officer. Public notice and a public hearing are provided. Section 3.202 lists the notice requirements. Section 3.205 and 3.206 sets forth the hearings process.

The elements of a Site Master Plan shall include, but are not limited to, the following:

1. A master plan map showing the location of land uses, open spaces, and pedestrian and vehicular circulation and a written explanation showing how these features achieve the purpose of the Keizer Revitalization Plan.
2. For any project for which the projected average daily traffic will exceed 250 vehicle trips per day, in accordance with the Institute of Traffic Generation Manual, a traffic impact analysis will be required and a written explanation how negative impacts will be mitigated.

D. Development Standards

Approval of a Master Plan for the Lockhaven Center area shall require compliance with the following development standards:

1. Objective or Discretionary Track. The master plan shall either:
  - a. Meet all applicable standards within the RCOD and Lockhaven Center, as provided by Sections X.XXX.04 through X.XXX.07 [RCOD use, dimensional, development, landscaping, and access standards], Sections X.XXX.08.D.2 through X.XXX.08.D.3 [Lockhaven use and density standards], and Sections X.XXX.09 through X.XXX.10 [Centers dimensional, development, and urban design standards], in addition to applicable standards within base zones; or
  - b. The Zoning Administrator may approve different development strategies, if the applicant can demonstrate that the master plan equally or better meets the purpose of the RCOD and the Keizer Revitalization Plan.
2. Mix of Uses and Housing Types.
  - a. Residential use shall occupy no less than 35% and no more than 65% of the building floor area on any property or a coordinated development on more than one property.
  - b. The Master Plan must identify at least two different housing types. The following are considered distinct housing types for purposes of meeting this standard:
    - i. Single family detached dwellings (with or without accessory residences) or residential homes
    - ii. Duplexes or single family attached dwellings
    - iii. Townhouses
    - iv. Cottage cluster development
    - v. Multi-family dwellings or residential care facility
    - vi. Manufactured dwelling park
3. Minimum Residential Density.

The minimum density for any residential development shall be 10 units per acre.

E. Conditions of Approval

The City may attach conditions to any development subject to Master Plan Review within Lockhaven Center to achieve the following objectives:

1. Transit Orientation. The development shall emphasize transit usage by residents, employees and customers. This may require:
  - a. Orienting building and facilities towards transit services.
  - b. Minimizing transit/auto conflicts.
  - c. Encouraging transit supportive uses.
  - d. Minimizing walking distance to transit stops.

- e. Avoiding excess parking areas.
  - f. Encouraging shared parking and structures or understructure parking.
2. Pedestrian/Bicycle Circulation and Orientation. The development shall facilitate pedestrian/ bicycle circulation and orientation. This may require:
    - a. Providing efficient, convenient, and continuous pedestrian and bicycle transit circulation systems, linking developments within Lockhaven Center facilities, and surrounding development.
    - b. Separating auto and truck circulation and activities from pedestrian areas.
    - c. Pedestrian-oriented design.
    - d. Pedestrian amenities.
    - e. Pedestrian-scale building and site features.
    - f. Bicycle parking.
    - g. Outdoor lighting.
  3. Coordination and Connectivity. Coordination of development within the Lockhaven Center area. This may require:
    - a. Continuity and/or compatibility of landscaping, circulation, access, public facilities, and other improvements.
    - b. Siting and orientation of land uses.
    - c. Consistency with development concepts adopted as part of the Keizer Revitalization Plan.
    - d. Frontage roads or shared access to provide connectivity to future development within the property or on adjacent property.
    - e. Non-road connections to adjacent sites and transportation facilities intended to provide direct connections to surrounding development as well as to other key destinations in the area.
  4. Compatibility. Developments within Lockhaven Center should be compatible with, and complement the surrounding neighborhood. This may require:
    - a. Sensitive use of landscaping, building heights, building scale, materials, lighting, circulation systems, and architectural features.
    - b. Buffering of adjacent residential uses.
  5. Other Conditions. The Council may impose other conditions of approval it deems appropriate for the health, safety, and welfare of the citizens of Keizer or to ensure the desired implementation of the approved master plan.
  6. Traffic Impact. To minimize congestion and traffic impact within the development and in adjacent areas.

## **X.XXX.09 Dimensional and Development Standards in Centers**

The following subsections indicate dimensional standards and development standards required within designated Centers in the RCOD. These standards supplement, and in some cases replace, the general standards for the RCOD provided in Section X.XXX.XX, as well as in the underlying zoning districts. Where the standards set forth in this Section conflict with standards in Section X.XXX.XX [*RCOD Dimensional & Development Standards*] or in the underlying zoning districts, the standards of this Section shall control.

### **A. Dimensional Standards in Centers**

#### **1. Minimum and Maximum Front Yard Setback Requirements**

- a. The following front yard setback standards apply to multi-family, commercial, and mixed use development on properties fronting on River Road, Lockhaven Drive, Chemawa Road, and Cherry Avenue within designated Centers:

ZONE	FRONT SETBACKS	Multi-Family	Commercial or Mixed Use
MU	Minimum	0 feet/6 feet (1)	0 feet/6 feet (1)
	Maximum	10 feet (2)	10 feet (2)
RM	Minimum	5 feet (3)	N/A

*(1) A 0-foot setback is permitted on properties fronting River Road where right-of-way has already been provided or dedicated, consistent with the adopted 84-foot right-of-way width for arterials identified in the Keizer Transportation System Plan standards. Where such right-of-way is not already provided or dedicated, a minimum 6-foot setback is required.*

*(2) The maximum setback may be extended to 20 feet for up to 50% of the building facade if a plaza or other pedestrian open space is provided between the building and the sidewalk. The pedestrian open space must meet the standards of Section X.XXX.XX.B.2 [ped open space section].*

*(3) Non-residential development in the RM zone shall be subject to the same minimum and maximum setback standards as multi-family development.*

- b. Properties not subject to the setback standards listed in subsection a of this section are subject to the setback standards of the underlying base zone.

### **B. Development Standards in Centers**

#### **1. Minimum Landscaping and Maximum Lot Coverage in Centers**

The minimum landscaping and maximum lot coverage standards for properties located in designated Centers are provided in the following table. Minimum landscaping for a property shall include all required yards. Landscaped areas shall be landscaped as provided in KDC Sections 2.309 and X.XXX.XX [*landscape section of overlay*]. Maximum lot coverage shall include all buildings, including accessory structures consistent with the definition of lot coverage.

Zone	Minimum Landscaping	Maximum Lot Coverage
MU	Commercial: 5% Mixed Use: 10% Residential: 10%	Commercial: 95% Mixed Use: 90% Residential: 90%
RM	10%	90%
RS	10%	90%

## 2. Reductions to Minimum Parking in Centers

Within designated Centers, the number of minimum required parking spaces provided in Sections X.XXX.XX *[overlay parking section]* and 2.303 may be reduced by up to 25% if the applicant can demonstrate the following:

- a. The site is served by transit and transit related amenities such as transit stops, pull-outs, shelters, park and ride lots, are provided or will be provided as part of the development of the site. Allow up to a 20% reduction to the standard number of automobile parking spaces. This reduced parking allowance shall replace, not supplement, the 10% allowance provided in KDC Section 2.303.06.B.
- b. Use of shared parking facilities on one or more lots. Owners of two or more uses, structures or parcels of land may agree to utilize jointly the same parking spaces on one or more lots when the peak hours of operation of the uses do not overlap, subject to the following:
  - i. The shared parking facility(ies) shall contain the same number of vehicle parking spaces required by the use which requires the greatest amount of parking per Sections X.XXX.XX *[overlay parking section]* and 2.303;
  - ii. Satisfactory legal evidence shall be presented to the [Zoning Administrator] in the form of deeds, leases or contracts to establish the shared use and be recorded with the [Marion County Auditor's Office] against all properties involved;
  - iii. Shared parking spaces must be within 300 feet of the uses, structures or parcels sharing such parking.
  - iv. If a shared use arrangement is subsequently terminated, or if the uses change, the requirements of the KDC shall apply to each use separately.
- c. A transportation demand management (TDM) plan is in place that will demonstrably reduce parking demand.
- d. Residential uses are targeted to populations with demonstrably lower parking needs (e.g., low-income households, seniors, etc.). The site is developed with affordable housing reserved for those earning incomes at or below 80% of the

area median income (AMI). Allow up to a 10% reduction to the number of automobile parking spaces.

- e. The site has dedicated parking spaces for carpool or vanpool vehicles: Allow up to a 5% reduction to the standard number of automobile parking spaces.
- f. The site has at least 15% of its dedicated parking spaces for motorcycles, scooters, or electric carts: Allow up to a 20% reduction in the minimum required dimensions for up to a 5% reduction in parking spaces.
- g. Pursuant to Section 2.107, applications for sites in the MU zone may also request a reduction to or waiver of parking standards based on a parking impact study.
- h. An EV charging station is provided: Allow up to a 5% reduction.

### 3. Parking in Mixed Use Projects in Centers

- a. Mixed use projects shall include either uses that are contained in a single building (vertical mixed use) or in a group of single-purpose buildings that share a single parking facility (horizontal mixed use).
- b. The required minimum vehicle parking shall be determined using the following factors.
  - i. Uses above the ground floor: The minimum parking requirement shall be 50% of the what is required for the use pursuant to Section 2.303.
  - ii. Ground floor uses with peak hours of operation that do not overlap: The minimum parking requirement is determined by the number of spaces needed for the use with the highest peak demand.
  - iii. Ground floor uses with overlapping peak hours of operation:
    - a. Primary use, i.e., that with the largest parking demand within the development, at 100% of the minimum vehicle parking required for that use in Sections X.XXX.XX *[overlay parking section]* and 2.303;
    - b. Secondary use, i.e., that with the second largest parking demand within the development, at 90% of the vehicle parking required for that use in Sections X.XXX.XX *[overlay parking section]* and 2.303;
    - c. Subsequent use or uses, at 80% of the vehicle parking required for that use(s) in Sections X.XXX.XX *[overlay parking section]* and 2.303.

### 4. Standards for Auto-Oriented Uses and Development

- a. Applicability. The standards of this subsection apply to auto-oriented uses and development on properties fronting River Road, Lockhaven Drive, Chemawa Road, and Cherry Avenue within Centers. For the purposes of this subsection, “auto-oriented uses and development” refers to the following uses:
  - i. Gasoline service stations (Section 2.419).



- ii. Drive-Through windows or car service associated with eating and drinking places.
  - iii. Vehicle sales and secondary repair (Section 2.420).
  - iv. Public utility structures and buildings.
  - v. Recreational vehicle parks (Section 2.412).
  - vi. Structured automobile parking not associated with an allowed use.
  - vii. Automotive Dealers.
  - viii. Automotive rental and leasing, without drivers.
  - ix. Automotive repair shops (Section 2.420).
  - x. Automotive services, except repair (Section 2.420).
  - xi. Utilities - secondary truck parking and material storage yard.
- b. Auto-oriented uses and development in Centers may be permitted subject to obtaining a Conditional Use Permit. Applicants must demonstrate how the proposed development either limits or mitigates the safety and aesthetic impacts of the auto-oriented use on the pedestrian environment. Possible strategies to limit/mitigate impacts include increased setbacks, provision of pedestrian-oriented amenities, screening and buffering from the right-of-way and from adjacent residential uses, and access management and control measures. These strategies shall be consistent with screening and other requirements in existing special use standards that address limiting and mitigating impacts.

## **X.XXX.10 Urban Design Standards in Centers**

### **A. Purpose**

The purpose of the urban design standards for Centers is to create pedestrian-oriented places that serve as the centers of commercial and civic activity and as destinations for residents and visitors in the River Road / Cherry Avenue Corridor. Pedestrian-oriented places provide visual interest at eye-level, feel safe and comfortable for people walking, contain a variety of activities and services, are easy to navigate on foot, and provide open areas and amenities for gathering and resting. The regulations for Centers modify the regulations of the overall River-Cherry Overlay District and of the underlying base zones to ensure pedestrian-oriented land uses and design.

### **B. Applicability**

The following standards apply to multi-family, mixed use, and non-residential development on properties within designated Centers, except as noted below. Some standards only apply to properties fronting on River Road, Lockhaven Drive, Chemawa Road, and Cherry Avenue, as provided in each applicable subsection below.

### C. Building Entry Orientation & Design

The following Building Entry Orientation & Design standards apply to development on properties fronting on River Road, Lockhaven Drive, Chemawa Road, and Cherry Avenue within designated Centers.

#### 1. Orientation

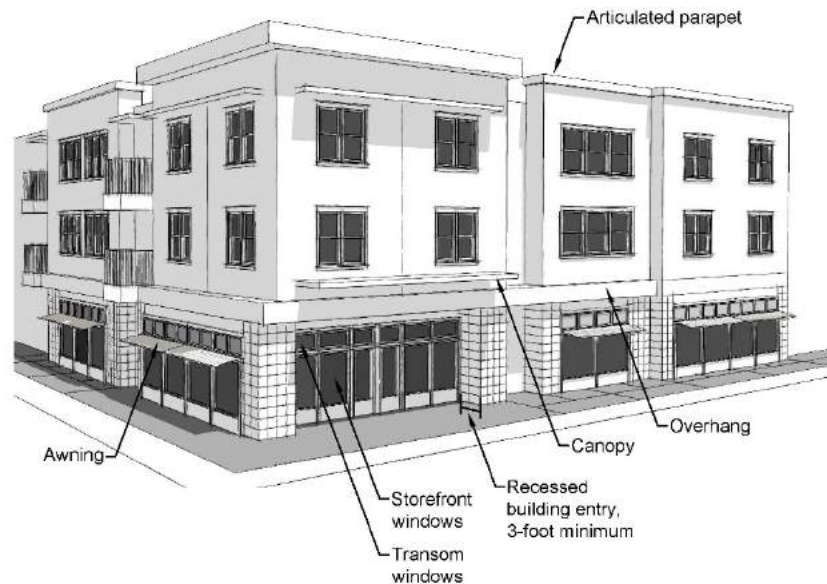
- a. All buildings shall have at least one primary entrance facing the street, where facing means positioned at an angle of 45 degrees or less.
- b. For the purposes of this section, the “primary building entrance” is the main public entrance to the building. In the case where no public entrance exists, the “primary building entrance” is the main employee or resident entrance. Where there are multiple buildings on a lot, all buildings shall comply with this standard.

#### 2. Walkway. All primary entrances to a building must be connected to the sidewalk by a direct and continuous walkway. A direct walkway follows a route that does not deviate unnecessarily from a straight line and it does not involve a significant amount of out-of-direction travel. Walkway materials and dimensions shall be consistent with pedestrian circulation standards in Section 2.315.06.A.

#### 3. Entry Design

- a. Primary building entrances shall provide weather protection for pedestrians and must be architecturally emphasized, subject to the following standards:
  - i. Non-residential and mixed use buildings must comply with at least two (2) of the following:
    - a. Recessed entrances. If recessed, primary entrances shall be recessed a minimum of 3 feet into the building façade.
    - b. Awnings, canopies, or overhangs. These may be used to provide weather protection and a visual element and meet height, projection, and materials standards in Sections 2.312 and 2.315. Awnings and canopies must also meet the standards of Section X.XXX.XX.J.3 [*weather protection section*].
    - c. Architectural features. Primary entrances may be reinforced with architectural features such as increased heights of entrance areas and doors, articulated parapets, transom windows above the doors, sidelights beside the doors, and/or windows (glass) in the doors.
    - d. Decorative features. Entries may be reinforced through the use of decorative exterior light fixtures (i.e., wall sconces) or other decorative features.
    - e. Columns, piers, or pilasters that extend at least six (6) inches from the building may be used to frame and highlight entrances.

Figure X.XXX.10.C-1: Building Entry Design



- ii. Multi-family residential buildings must provide weather protection over the primary building entrance and over entrances to all ground floor units. Weather protection may be provided using awnings, canopies, building overhangs such as eaves extending over front doors, covered front porches, or inset front doors. Awnings, canopies, and overhangs are subject to height, projection, and materials standards in Sections 2.312 and 2.315.

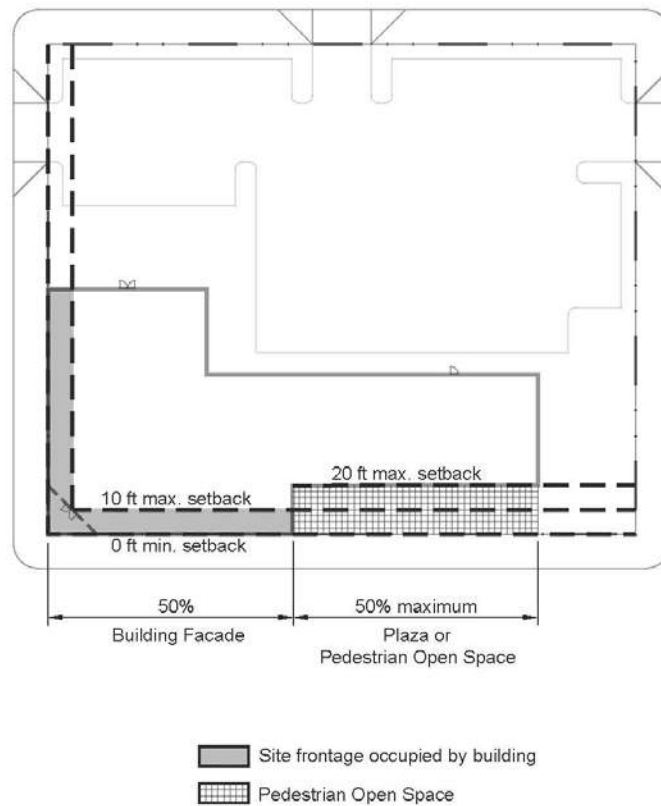
**D. Corner Entrances and Features**

Non-residential and mixed use buildings on corner lots are encouraged to have corner entrances. Where a corner entrance is not provided, the building design shall provide an architectural element or detailing (e.g., tower, beveled/chamfered corner, art, special trim).

**E. Pedestrian Open Space**

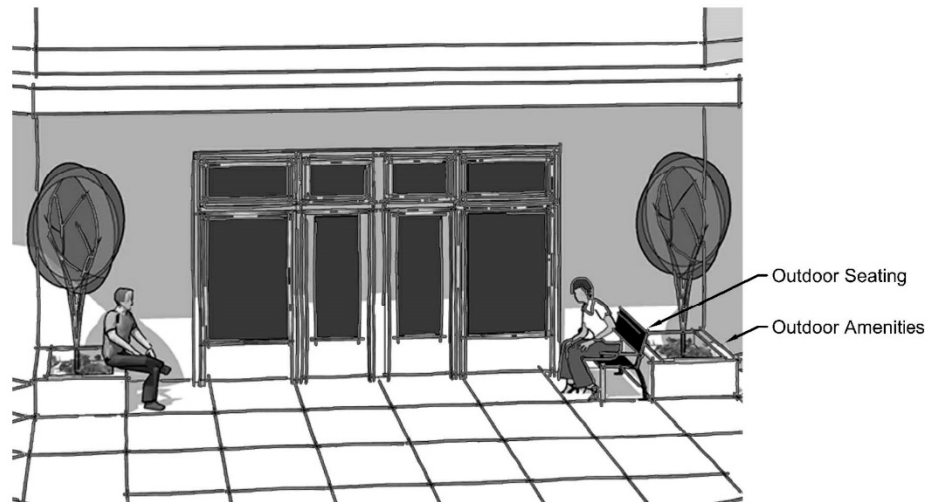
1. Pursuant to Section XX.XXX.XX.A.1 [*min/max setback section*], The maximum setback for properties fronting on River Road, Lockhaven Drive, Chemawa Road, and Cherry Avenue within designated Centers may be extended to 20 feet for up to 50% of the building facade if a plaza or other pedestrian open space is provided between the building and the sidewalk.

Figure X.XXX.10.D-1: Pedestrian Open Space (Plan View)



2. The pedestrian open space must include at least one type of outdoor seating from the list in subsection a below, and a total of at least two pedestrian amenities from the lists in in subsections a or b.
  - a. Outdoor seating: benches, tables and chairs, or seat walls.
  - b. Other amenities: fountains, drinking fountains, landscape planters, bollards, shade structures, or public art.

Figure X.XXX.10.D-2: Pedestrian Open Space Amenities



3. Pedestrian open space shall not be entirely paved, and shall include pedestrian amenities as listed in Subsection 2 above.

**F. Parking Location**

1. Parking or vehicle circulation areas shall not be located within a required front yard setback or within a required side yard setback abutting River Road, Lockhaven Drive, Chemawa Road, or Cherry Avenue.
2. Parking or vehicle circulation areas shall be limited to 50 percent of the street frontage abutting River Road, Lockhaven Drive, Chemawa Road, or Cherry Avenue.

**G. Parking Perimeter Landscaping**

1. Where surface parking or vehicular circulation areas are located adjacent to the right-of-way, perimeter landscaping with a minimum width of 5 feet and a minimum height of 2.5 feet shall be provided. Perimeter landscaping shall include trees spaced not more than 30 feet on center, and shall include a mix of shrubs and ground cover and/or a landscaped swale for stormwater management.
2. The buffering and screening requirements for parking areas in KDC Section 2.309.05.A.5 shall not apply within Centers, except for parking areas abutting residential zones.

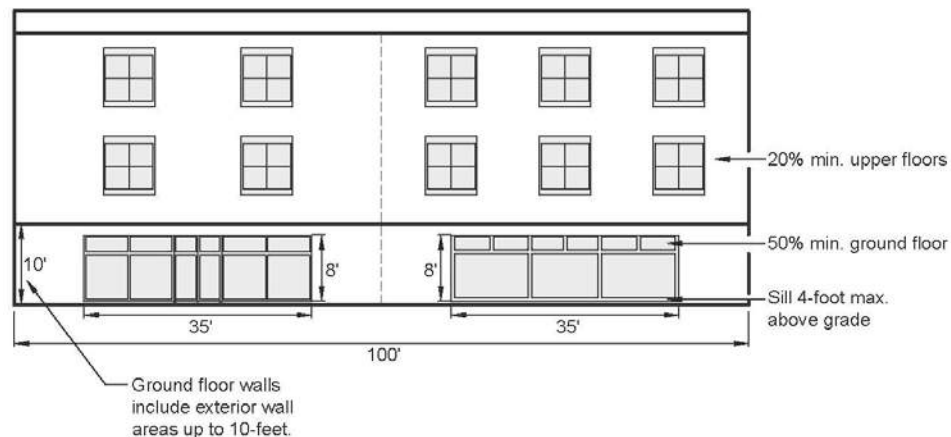
**H. Window Coverage**

Window coverage standards apply to building facades facing River Road, Lockhaven Drive, Chemawa Road, and Cherry Avenue.

1. Non-residential or mixed use buildings are subject to the following standards:
  - a. Ground floor windows. A minimum of 50% of the ground floor wall area of non-residential or mixed-use buildings shall contain windows, display areas, or doorway openings. Windows, display areas, or doorway openings used to meet this standard shall comply with the following provisions:

- i. Required window areas shall be either windows that allow views into working areas or lobbies, pedestrian entrances, or display windows.
  - ii. Windows used to meet this standard shall have a visible transmittance (VT) of 0.6 or higher.
  - iii. The sill or lower edge of a window, display area, or doorway used to meet this standard shall be no more than four feet above grade. Where interior floor levels prohibit such placement, the sill or lower edge must be raised to allow it to be no more than two feet above the finished floor level, up to a maximum height of six feet above grade.
- b. Upper floor windows. For buildings with more than one story, a minimum of 20% of the upper floor wall area of non-residential or mixed-use buildings shall contain windows.

Figure X.XXX.10.G-1: Window Coverage for Mixed-Use Buildings

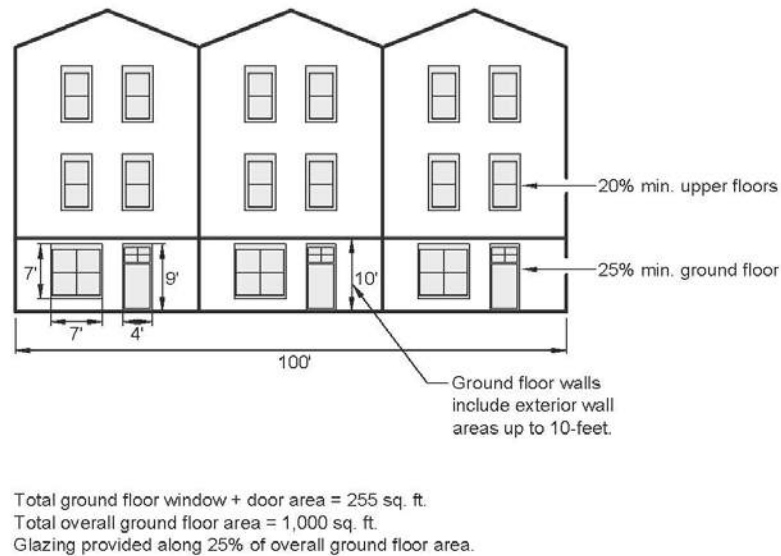


Total ground floor window area = 560 sq. ft.  
 Total overall ground floor area = 1,000 sq. ft.  
 Glazing provided along 56% of overall ground floor area.

2. Multi-family residential buildings are subject to the following standards:
- a. Ground floor windows. A minimum of 25% of the ground floor wall area of multi-family residential buildings shall contain windows.
  - b. Upper floor windows. A minimum of 20% of the upper floor wall area of multi-family residential buildings shall contain windows.



Figure X.XXX.10.G-2: Window Coverage for Multi-Family Residential Buildings



3. For all building facades subject to the window coverage standards of this section, ground floor walls shall include all exterior wall areas up to 10 feet above the finished grade of the entire width of the street-facing elevation. Upper floor wall area shall include all exterior wall areas above 10 feet above the finished grade.

#### I. Façade Variation and Detailing

The following standards apply to building facades facing River Road, Lockhaven Drive, Chemawa Road, and Cherry Avenue.

1. Facades shall avoid large expanses of uninterrupted building surfaces in areas which are visible to the public by incorporating features listed in F.2 below to vary the look of the facade at intervals not to exceed 30 feet.
2. Each facade subject to this standard shall provide at least two (2) of the following features in order to meet the façade variation and detailing standard:
  - a. Variation in building materials between primary materials and trim materials established in Section 2.315.06.B.4, where at least 65% of each building façade consists of primary materials;
  - b. Building off-set of at least two (2) feet;
  - c. Recess (e.g., deck, patio, courtyard, entrance or similar feature) that has a minimum depth of six (6) feet;
  - d. Extension or projection (e.g., floor area, deck, patio, porch, roof over a porch, entrance, or similar feature) that projects a minimum of two (2) feet and runs horizontally for a minimum length of four (4) feet;
  - e. Other similar façade variations approved by the Zoning Administrator.

Figure X.XXX.10.H-1: Façade Variation and Detailing

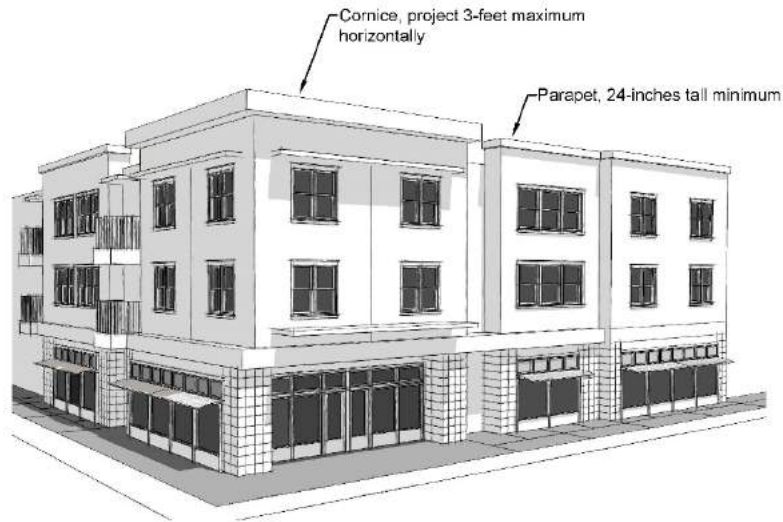


#### J. Roof Forms

The following standards apply to building facades facing River Road, Lockhaven Drive, Chemawa Road, and Cherry Avenue. Roof forms may be flat or sloped. Requirements for chosen roof forms are as follows:

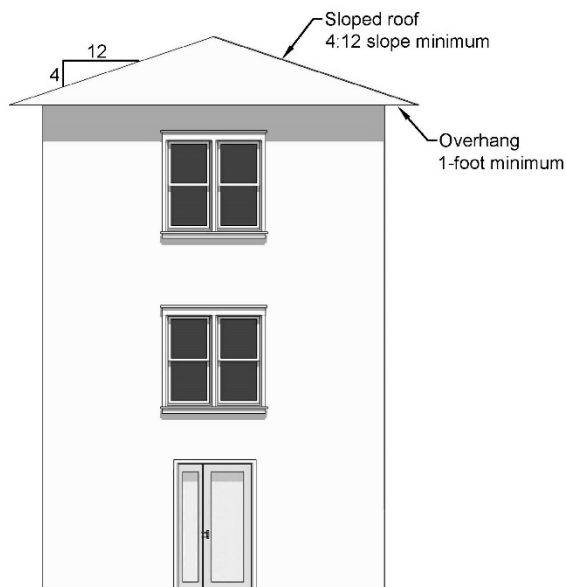
1. Flat roofs. All flat roofs shall employ a detailed, projecting cornice or projecting parapet to visually “cap” the building and meet all of the following requirements:
  - a. Cornices shall project horizontally a maximum of 3 feet.
  - b. Parapets must be a minimum of 24 inches in height. Parapets must include a cornice, molding, trim, or variations in brick coursing.
  - c. Cornices and parapets shall wrap around all sides of the building visible from any adjacent street or parking area.

Figure X.XXX.10.I-1: Flat Roof Forms



2. Sloped roofs must meet all of the following requirements:
  - a. All sloped roofs shall provide a minimum 1-foot overhang.
  - b. All sloped roofs must have a minimum slope of 4:12

Figure X.XXX.10.I-2: Sloped Roof Forms



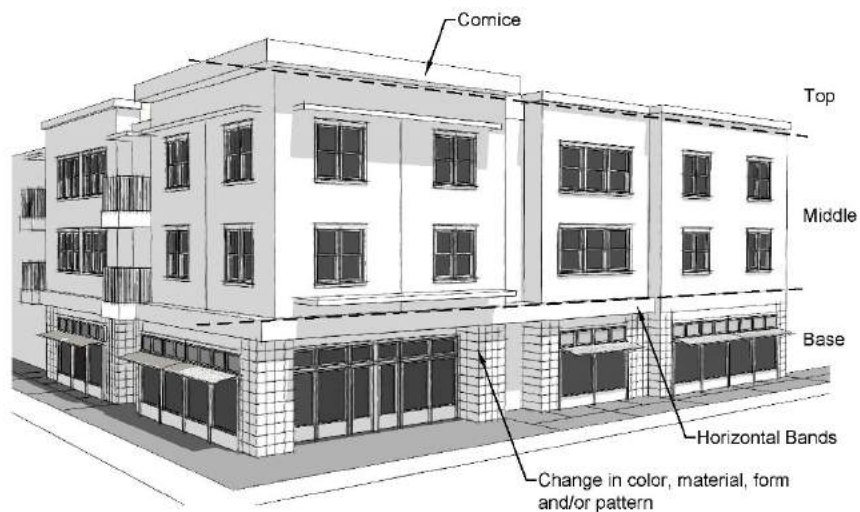
K. Base, Middle, and Top of Building

The following standards apply to building facades of non-residential and mixed use buildings facing River Road, Lockhaven Drive, Chemawa Road, and Cherry Avenue.

1. All buildings with two (2) stories or more shall have a clear and distinct base, middle and top to break up vertical mass.

2. All facades subject to this standard must utilize horizontal bands and/or changes in color, material, form and/or pattern to differentiate the base, middle, and top of the building, subject to the following requirements:
  - a. Horizontal bands or other changes in pattern or material shall be a minimum of 8 inches high (the length of a standard brick), and must project a minimum of 3/4 inch from the building face.
  - b. Changes in building massing and form may also be used to differentiate a building's base, middle, and top. This may include architectural setbacks or projections, measuring a minimum of 3 inches.

Figure X.XXX.10.J-1: Building Base, Middle, and Top

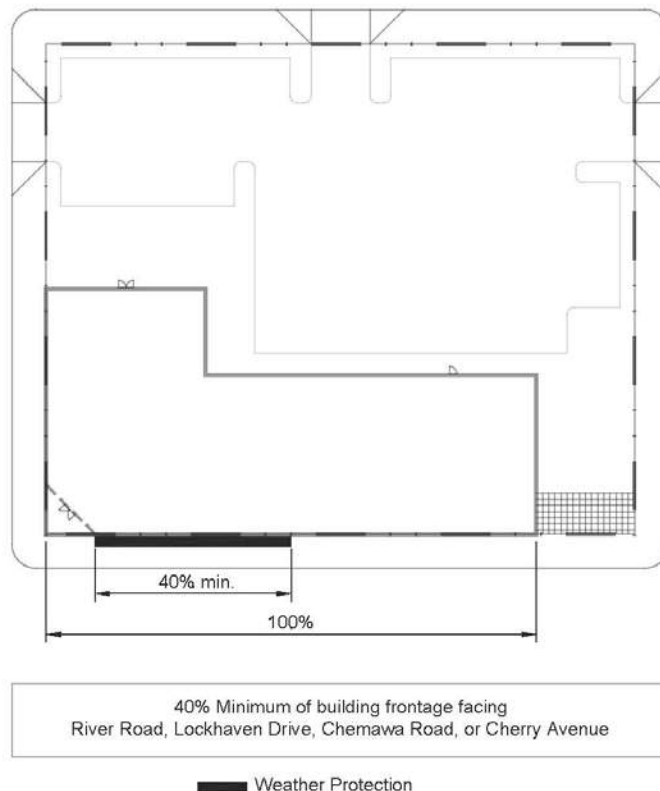


L. Weather Protection for Non-Residential or Mixed Use Buildings

Weather protection for pedestrians shall be provided along a minimum of 40% of a building frontage facing River Road, Lockhaven Drive, Chemawa Road, or Cherry Avenue, subject to the following provisions and consistent with Section X.XXX.10.C.3 [Building Entry Design]:

1. Weather protection may be provided by awnings, canopies, arcades, colonnades, recessed entries, or combination of these elements.
2. Vertical clearance from the weather protection element to the sidewalk must be between 9 to 12 feet.
3. Recessed entries must be recessed a minimum of 4 feet from the building façade.
4. Awnings and canopies shall project a minimum of 5 feet from the building façade, or a minimum of 4 feet for a recessed building entry, and shall be constructed of canvas, acrylic fabric, laminated vinyl, metal or similar standard material. Awnings and canopies of corrugated fiberglass or polycarbonate roofing shall be prohibited. Awnings and canopies shall not be back lit.

Figure X.XXX.10.K-1: Weather Protection



#### M. Building Materials

Buildings shall be subject to the Materials and Texture standards of Section 2.315.06.B.4, as modified by the following requirements.

1. The following exterior materials or finishes are prohibited within designated Centers:
  - a. Vinyl siding
  - b. T-111 or similar sheet materials
  - c. Plain concrete block (not including split faced, colored, or other block designs that mimic stone, brick, or other masonry); foundation material may be skim-coated concrete block where the foundation material is not revealed for more than 3 feet.
2. Each building façade facing River Road, Lockhaven Drive, Chemawa Road, and Cherry Avenue shall include a minimum of two (2) types of exterior materials, each with an area of at least 20% of the façade. Brick or masonry (except CMU) may be used singly and applied to the entirety of the façade.

#### N. Screening of Mechanical Equipment

1. Building Walls
  - a. Where mechanical equipment, such as utility vaults, air compressors, generators, antennae, satellite dishes, or similar equipment, is permitted on a building wall

that abuts a public right-of-way it shall be screened shall be screened from view by a sight obscuring fence, wall, landscape screen, or combination of screening methods.

- b. Standpipes, meters, vaults, and similar equipment need not be screened but such equipment shall be placed on a side or rear building elevation except where the applicant can demonstrate that such locations are not physically or financially feasible.
2. Rooftop Mechanical Equipment. Rooftop mechanical units shall be set back or screened behind a parapet wall so that they are not visible from any public right-of-way. Where the applicant demonstrates that such placement and screening is not physically or financially feasible, the Decision Authority may approve painting of mechanical units in lieu of screening; such painting may consist of muted, earth-tone colors that make the equipment visually subordinate to the building and adjacent buildings, if any. Solar panels are exempt from this standard.
3. Ground-Mounted Mechanical Equipment. Ground-mounted equipment, such as generators, air compressors, trash compactors, and similar equipment, shall be limited to side or rear yards and screened with fences or walls constructed of materials similar to those on adjacent buildings. Hedges, trellises, and similar plantings may also be used as screens where there is adequate air circulation and sunlight, and irrigation is provided.



## **APPENDIX B – OTHER PROPOSED KEIZER DEVELOPMENT CODE AMENDMENTS**

## **APPENDIX B – OTHER PROPOSED KEIZER DEVELOPMENT CODE AMENDMENTS**

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### **1.103 ESTABLISHMENT OF ZONING DISTRICTS**

#### **1.103.01 Districts**

[...]

For the purposes of this Ordinance, the following overlay zones are placed in certain areas of the City of Keizer:

Floodplain Overlay Zone	FPO
Greenway Management Overlay Zone	GMO
Limited Use Overlay Zone	LUO
Activity Center Overlay Zone	ACO
Resource Conservation Area Overlay Zone	RCO
Historical Landmark Overlay Zone	HLO
<u>River-Cherry Overlay District</u>	<u>RCOD</u>

## 1.200 DEFINITIONS

### Section 1.200.04 Definitions

[...]

Automobile, Recreational Vehicle or Trailer Sales: A lot used for display, sale, or rental of new or used automobiles, recreational vehicles or trailers and where repair work is limited to minor, incidental repairs. (5/98)

Auto-oriented development: Development that is designed to accommodate customers who use automobiles to travel to the site. This type of development typically provides more than the minimum required number of parking spaces. Buildings entrances tend to emphasize providing convenient access to parking areas. Other typical characteristics are drive-through facilities, multiple driveways, and a low lot coverage percentages.

Auto-oriented uses: Uses (typically businesses) that provide goods and services for vehicles (for example, auto parts stores and recreational vehicle parks). Uses that feature vehicles as a primary and integral part of their operations (for example, distribution facilities).

Awning [Sign]: A shelter supported entirely from the exterior wall of a building and composed of non-rigid materials, except for the supporting framework. (5/98)

[...]

Grade: The average elevation of the finished ground at the centers of all walls of a building, except that if a wall is parallel to and within five feet of a sidewalk, the sidewalk elevation opposite the center of the wall shall constitute the ground elevation. (5/98)

Group Living: Characterized by the long-term (i.e., more than 28 days) residential occupancy of a structure by a group of people who do not meet the definition of Household Living. The size of the group typically is larger than the average size of a household. Group Living structures do not include self-contained units but rather have common facilities for residents including those for dining, social and recreational and laundry. Group Living is differentiated into two subcategories based on whether residents receive personal care, training and/or treatment.

- a. Room and board facilities where no personal care, training and/or treatment is provided include examples such as dormitories, fraternities, sororities, boarding houses, monasteries and convents, residential hotels, lodging houses operated by organizations for members only, and similar uses.
- b. Long-term facilities where some level of care is provided includes examples such as hospice, nursing and personal care facilities, homes for the deaf or blind, and similar uses.

Exceptions include: (1) Lodging where tenancy may be arranged for periods less than one month is considered a hotel or motel use and is classified in the Retail Sales and Service category. However, in certain situations, lodging where tenancy may be arranged for periods less than one month may be classified as a Community Service use such as short term housing or mass shelters. (2) Facilities for people who are under judicial detainment and are under the supervision of sworn officers are included in the Detention Facilities category.

Habitable Space: A room or space in a structure for living, sleeping, eating, or cooking. Bathrooms, toilet compartments, closets, halls, storage or utility space, and similar areas, are not considered habitable space. (5/98)

[...]

Hotel: Any building in which lodging is provided to guests for compensation and in which no provision is made for cooking in individual rooms. (5/98)

Household Living: Characterized by the occupancy of a residential dwelling unit by a household. Tenancy is arranged on a month-to-month basis or for a longer period. Uses where tenancy may be arranged for a shorter period (i.e., less than one month) are not considered residential; they are considered to be a form of transient lodging (Retail Sales And Service and Community Service use categories). Apartment complexes that have accessory services such as food service, dining rooms, and housekeeping are included as Household Living, as are Single Room Occupancy housing (SROs) when at least two thirds of the units are rented on a monthly basis and meals are prepared by the residents.

Examples include living in houses, duplexes, apartments, condominiums, retirement center apartments, manufactured housing, houseboats, other structures with self-contained dwelling units, and SROs depending on the number of units rented on a monthly basis and meal preparation.

Exceptions include: (1) Lodging in a dwelling unit or SRO where less than two thirds of the units are rented on a monthly basis is considered a hotel or motel use and is classified in the Retail Sales And Service category. (2) SROs that contain programs which include common dining are classified as Group Living. (3) Guest houses that contain kitchen facilities are prohibited as accessory to Household Living uses. (4) In certain situations, lodging where tenancy may be arranged for periods less than one month may be classified as a Community Service use, such as short term housing or mass shelter.

House of Worship: A church, synagogue, temple, mosque, or other permanently located building primarily used for religious worship. A house of worship may also include accessory buildings for related religious activities and a residence. (5/98)

[...]

Lot, Corner: A lot abutting on two intersecting streets, other than an alley or private access easement, where the angle of intersecting streets is no greater than 135 degrees. (5/98)

Lot Coverage: Area covered by buildings and by roofed but unenclosed structures, whether or not attached to buildings. Covered structures less than five feet in height and having less than 20 square feet of gross floor area shall not be included in calculating lot coverage.

Lot Depth: The horizontal distance measured from the midpoint of the front lot line to the midpoint of the rear lot line. (5/98)

[...]

Yard, Front: A yard extending across the full width of the lot, the depth of which is the minimum horizontal distance between the front lot line and a line parallel to the nearest point of the foundation of the main building, excluding easements. (5/98)

Yard, Rear: A yard extending across the full width of the lot between the most rear portion of a main building and the rear lot line; but for determining the depth of the required rear yard, it shall be measured horizontally from the nearest point of the rear lot line; or, if the rear lot line adjoins an alley, then from the centerline of the alley, toward the nearest part of the foundation of the main building, excluding easements. (5/98)

Yard, Side: A yard, between the main building and side lot line, extending from the front yard, or front lot line where no front yard is required, to the rear yard. The width of the required side yard shall be measured horizontally from the nearest point of the side lot line toward the nearest part of the foundation of the main building, excluding easements. (5/98)

## **2.102 SINGLE FAMILY RESIDENTIAL (RS)**

[...]

### **2.102.05 Dimensional Standards**

[...]

B. Minimum Yard Setback Requirements...

C. Proposals to develop properties in RCOD are subject to dimensional standards in Section X.XXX.

### **2.102.06 Development Standards**

[...]

J. Number of Buildings...

K. Proposals to develop properties in RCOD are subject to development standards in Section X.XXX.

## **2.104 MEDIUM DENSITY RESIDENTIAL (RM)**

[...]

### **2.104.05 Dimensional Standards**

[...]

B. Minimum Yard Setback Requirements...

C. Proposals to develop properties in RCOD are subject to dimensional standards in Section X.XXX.

### **2.104.06 Development Standards**

[...]

I. Density...

J. Proposals to develop properties in RCOD are subject to use development standards in Section X.XXX.

## **2.107 MIXED USE (MU)**

[...]

### **2.107.05 Use Restrictions**

[...]

G. Proposals to develop properties outside of Area C of the Keizer Station shall require approval of a Master Plan and compliance with the following...



H. Proposals to develop properties in RCOD are subject to use regulations in Section X.XXX.

## **2.107.06 Dimensional Standards**

[...]

B. Minimum Yard Setbacks

C. Proposals to develop properties in RCOD are subject to dimensional standards in Section X.XXX.

## **2.107.07 Development Standards**

[...]

I. Density...

J. Proposals to develop properties in RCOD are subject to development standards in Section X.XXX.

## **2.315 DEVELOPMENT STANDARDS**

[...]

### **2.315.02 Applicability**

- A. Exterior changes to all buildings in matters relating to color or facade materials only shall comply with the applicable or relevant development standards found in Section 2.315.06 of this code. (10/15)
- B. Serial additions, alterations or expansions as defined in Section 1.2 of this code shall be limited so that the standards specified in Section 2.315.03.A and B are not exceeded in a 3-year period. (01/04)
- C. The provisions of this section shall apply to all development as defined in Section 1.2 of this code.
- D. Development in the overlay zone RCOD are subject to development standards in Section X.XXX.

### 3.101 SUMMARY OF APPLICATION TYPES

[...]

#### 3.101.03 Type III Actions - Summary

A Type III action is a quasi-judicial process in which the City Council applies a mix of objective and subjective standards. A Type III action follows the procedures found in Section 3.202.04. Staff and the Hearings Officer have advisory roles for Comprehensive Plan Map Amendments and Zone Changes. Staff and Planning Commission have advisory roles for Annexations. Public notice is provided and public hearings are held before the Hearings Officer, Planning Commission and City Council as determined by the application. Section 3.204 lists the notice requirements. In addition to applications by private parties, the City Council, by resolution, may initiate a Type III action. Appeal of the decision is to the Land Use Board of Appeals (LUBA). The following actions are processed under a Type III procedure: (2/01)

A. Comprehensive Plan Map Amendments (involving 5 or fewer adjacent land ownerships) (5/98)

B. Zone Changes (involving 5 or fewer adjacent land ownerships) (5/98)

C. Annexation (5/98)

D. Keizer Station Master Plans which may include Subdivision and Partitioning (4/10)\

E. Lockhaven Center Master Plans (see Section X.XXX.08)

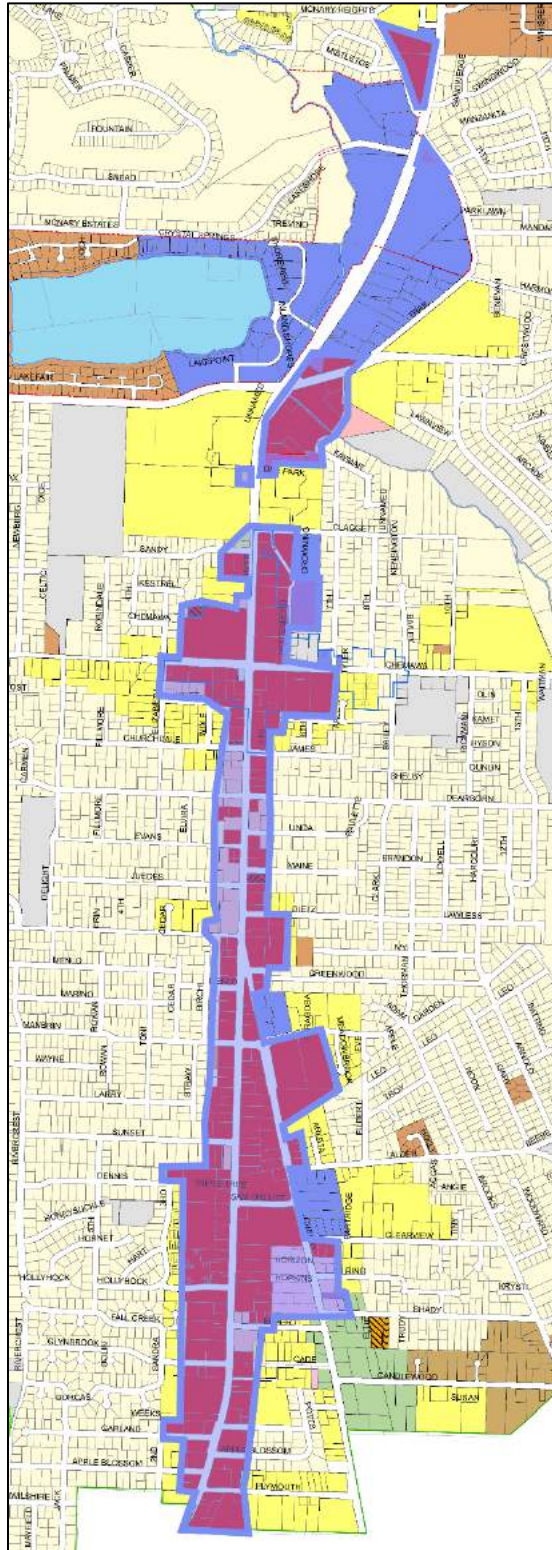


## **APPENDIX C – PROPOSED ZONING MAP AMENDMENTS**

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## APPENDIX C – ZONING MAP AMENDMENTS

### Rezoning of commercial parcels to Mixed Use (MU)





## **APPENDIX D – PROPOSED COMPREHENSIVE PLAN AMENDMENTS**

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## **APPENDIX D – PROPOSED COMPREHENSIVE PLAN AMENDMENTS**

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### **Comprehensive Plan Map Amendments**

1. Removing McNary Activity Center designation (outline)
2. Change Commercial and Medium High Density Residential designations to Mixed Use, consistent with the zoning map amendments in Appendix C.

### **Comprehensive Plan Text Amendments**

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

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

[...]

##### **2 GOALS AND POLICIES**

[...]

##### **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.

##### **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.

##### **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.

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.

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.

~~e) A retail-office center will be located west of North River Road and north of Olson Street at the McNary Activity Center.~~

[...]

#### j. Activity Centers

1) Designate Activity Center overlay districts for:

~~a) McNary Activity Center~~

~~ba) Keizer Station~~

~~eb) Future high value employment site as identified in the EOA (2013)~~

[...]

7) Design Plans for all currently approved designated activity centers have been adopted.

~~8) The following objectives for the McNary Activity Center. (2013)~~

~~a) Primary uses are retail-office center, public park and open space lands including the 50-acre lake, medium and high density residential.~~

~~b) If possible, integrate the McNary Golf Course, lake, public open spaces, civic center, and Claggett Creek corridor for public access and enjoyment.~~

~~c) Encourage mixed use developments and multi-use structures. Within the district, pedestrian circulation and access should be emphasized.~~

~~d) Provide for adequate off-street parking and loading, and public transportation facilities.~~

9) The following objectives for the Keizer Station...

[...]

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

### **4. GOALS AND POLICIES: TRANSPORTATION**

[...]

#### **b. General Policies**

1) The policies within the Keizer TSP, adopted April, 2009 are the basis for guiding surface transportation improvements in Keizer. (2013)

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.

## **V. ACCOMPANYING PLAN DOCUMENTS**

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

### **D. DOCUMENTS INCORPORATED INTO PLAN**

~~1. McNary Activity Center Design Plan December 1991~~

~~21. Master Sewer Plan Update 1992~~

~~32. Master Sewer Plan Update December 1993~~

~~43. Dual Interest Area Agreement~~

~~54. Master Sewer Plan Update January 30, 2003~~

~~65. Parks and Recreation Master Plan dated January 2008~~

~~76. City of Keizer Transportation Systems Plan (April 2009)~~

7. Keizer Revitalization Plan ([adoption date])





## Appendix 6. Public Investments



## Keizer Revitalization Plan

# Revised Memorandum #6: Public Investments

Submitted to: City of Keizer  
March 22, 2019

Prepared By: Otak, Inc., Angelo Planning Group, Johnson  
Economics, and Kittelson & Associates  
Project No. 17428.A



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# Introduction

This document describes a series of potential investments that may prove helpful in fulfilling the project goals identified in Memo #1 Goals and Vision for Revitalization. It represents one component of a collective set of documents that together form the implementation portions of the Keizer Revitalization Plan (KRP). This memo builds off the Gap Analysis Addendum dated October 26, 2018. It focuses specifically on fiscal investments, largely related to public infrastructure or agency programs.

Some of the proposed investments are detailed and specific, while others are more conceptual. This memorandum has been revised to incorporate discussions with City staff, the Planning Commission, City Council, the Citizen Advisory Committee (CAC), and members of the public in early 2019. Opportunities for review and comment occurred at the January 15, 2019, CAC meeting #3; January 28 and 29, 2019, Stakeholder Outreach meetings #2; and February 12, 2019, Public Event #2. See Appendices for details. The focus of the public event was those items that would resonate most with members of the public, so not all of the public investment initiatives were presented.

## Public Investment Initiatives

The following investment initiatives are accompanied by references to the Gap Analysis Addendum goals and objectives they target.

### 1. Establish a Main Street Program

*Gap Analysis Addendum Goals A, B, C; Objectives 1, 5, 8, 11, 16*

Main Street programs or organizations are set up to support business districts, often historic main streets, in many cities. It is not uncommon for large cities to have multiple organizations focusing on different corridors or commercial neighborhoods. Some programs are administered by a municipality while others are non-profit organizations operating independently. Main Street programs may act similarly to chambers of commerce but with a focus expanded beyond business success to include additional community values ranging from aesthetics and cleanliness to wayfinding and event hosting.

The State of Oregon provides program assistance through its Main Street America™ Coordinating Program. The program follows the nationally-recognized Main Street Approach™, which was created by the National Main Street Center. The Main Street Four Point Approach includes:<sup>1</sup>

- **Economic Vitality:** Analyzing market forces and create long-term sustainable initiatives
- **Design:** Understanding and supporting quality design to enhance the district. Design includes permanent features such as streetscape and architecture and includes other amenities such as banners, ornamental flowers and clean-up programs.
- **Promotion:** Using promotion to create excitement, attract customers and entice investors.
- **Organization:** Developing and supporting an organization representing broad contingents of the community.

Oregon provides grants, technical assistance, and hosts workshops and conferences periodically whereby cities can learn new skills. The Oregon Main Street program has four membership levels, requiring various levels of commitment:

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<sup>1</sup> More detail available at <https://www.mainstreet.org/mainstreetamerica/theapproach>

**Table 1— Oregon Main Street Program Levels**

Participation Levels	Details	Assistance
Performing Main Street	Communities with advanced downtown programs utilizing the Main Street Approach <sup>2</sup> .	Annual grants. Applications open January.
Transforming Downtown	Communities that are committed to revitalizing, are using the Main Street Approach, and need technical assistance.	Annual grants. Applications open January.
Exploring Downtown	Communities demonstrating an interest in revitalization that want to learn more about the Main Street Approach.	Join anytime via “ <a href="#">Exploring Downtown level application</a> ”
Affiliate Level	Communities looking for an opportunity to learn more about revitalization	Inquire at any time using the “ <a href="#">Associate level application</a> ”

Detailed information is available at: <https://www.oregon.gov/oprd/hcd/shpo/pages/mainstreet.aspx>

Generally, Main Street programs are operated by a volunteer board of directors and four committees representing each of the four points of the Four Point Approach.™ The City would likely need to provide staff support for the launching and operation of a Main Street Program, at least in the short term.

## Input Received

The CAC discussed the creation of a Main Street Program and were generally supportive. However, the establishment of such a program is reliant on identifying a responsible entity (public, private, or non-profit) and a funding mechanism. Neither of these resources has been identified.

Attendees at the stakeholder meetings and public events did not state an opinion on this recommendation but did express a desire for a well-established main street hub that would act as a downtown center for business and leisure.

## 2. Create an Economic Development Department/Position

*Gap Analysis Addendum Goals A, B; Objectives 3, 5, 11*

With an ever-changing economy and frequently shifting industries, it can be difficult for smaller to medium-sized cities to harness and maintain steady economic growth. Many Oregon communities are still feeling the effects of the reduced timber harvests and associated mill and other supporting industries. In Keizer, flooding has also played a major role in limiting the early economic development that mid-valley cities were based on. Farmers settled in Keizer during the 1840s, with major floods devastating the Keizer area as early as 1861 and continuing through the 1950s, until dams were constructed along the Willamette and its tributaries. Developers largely stayed away from the lower lands within the Keizer area until this time, as investment in such a flooded area would be risky for most businesses.

In order to overcome growth challenges, it isn't enough to simply attract major employers to offer jobs to the local community. To foster smart, lasting economic growth, it is helpful for small cities to shift toward a “place-based” approach for development.<sup>3</sup> Place-based economic development refers to a strategy that builds upon the existing assets of the city, takes gradual steps to strengthen and empower communities,

<sup>3</sup> *Framework for Creating a Smart Growth Economic Development Strategy: A Tool for Small Cities and Towns*. Office of Sustainable Communities, Smart Growth Program, EPA, EPA 231-R-15-003, January 2016

and focuses on long-term value to attract not just one business or industry but a multitude of investments from a diverse range of business and industry.

Some examples of place-based economic strategies include fostering an advantage for a city based on its local talent, historic architecture and infrastructure, academic institutions, cultural and natural resources, and the general quality of life that the city has to offer.

The three fundamental components of a place-based economic growth plan are:

- **Supporting Business:** Bolstering and expanding existing local business, while attracting new business, is crucial to not only the creation of jobs, but encouraging financial sustainability, inspiring entrepreneurship, and diversifying the city's tax base. Identifying key economic sectors of the city's growths allows development efforts to remain focused and direct, which helps city staff use their limited resources wisely.
- **Supporting Workers:** Developing a strong, competitive workforce with equal employment opportunity benefits not only for individuals, but the entire economy. Supporting a diverse range of skills and education backgrounds creates a resilient economy that attracts new businesses and offers the residents opportunities to learn new skills and pursue new careers.
- **Supporting Quality of Life:** A city's quality of life is important for both its residence and businesses. There are many contributors to the quality of life of a city, including a healthy downtown commercial district with neighborhood-serving shops and restaurants; access to green and open space throughout the city; a variety of transportation options that include public transit, bike lanes and trails, walking, etc.; access to artistic, cultural and community resources like museums, public art, religious institutions and other areas that facilitate community gathering; academic institutions; and updated medical facilities. Emphasis on updated aesthetics across the city, as well as green infrastructure, can work effectively to provide a welcoming feel to the city while also benefiting the environment by way of trees, vegetation and collection ponds.

With a relatively young economy, the City of Keizer has a chance to redefine its strategy for an economic future that will revitalize its community. Creating this strategy often requires effort from all parties involved, including the local government, private stakeholders, nonprofit organizations, and others and will benefit the city for decades to come.

## Input Received

The CAC discussed the creation of an Economic Development Department and determined that this effort would require at least one full-time staffing position. As no funding for a new staff position has been identified, this initiative is not likely in the near-term.

Attendees at the stakeholder meetings and public events did not state an opinion on this recommendation.

## 3. Develop Public Parking Lot(s)

*Gap Analysis Addendum Goal A; Objective 5*

Parking influences place-making more than many realize. Businesses and business districts live and die because of parking. Insufficient parking will limit customers access and hurt sales. However, too much parking can create a sense of emptiness, signaling to potential customers that a place isn't worth visiting.

A first step, described in memo #5 Development Code and Comprehensive Plan Amendments, is to "right- size" the parking standards within the development code. Reducing minimum standards and



allowing the property owner the build parking to match their business needs can result in smaller parking lots with more space being used for businesses.

A bigger step includes the City acting as an active partner in the provision of parking. This will require significant investment in both staff time and capital outlay. Under this initiative Keizer would purchase land in areas where parking could be provided for shared public use. In the early years public lots would take the standard form of surface parking. In the longer-term, surface parking could be converted to a parking structure. Public parking can become a key anchor for a “park once” district. It would allow for property owners to increase the use of their lands, bringing more business to the area. As the mix and variety of uses increases visitors can park their car in one location and visit several shops or offices close by rather than driving and parking for each individual visit they make.

This public parking should not front key arterials or collectors directly, as these are the streets for which active storefront style development is most desired, and the lands are most expensive. It should instead be located one-half to two blocks off the major streets. Parking specialists generally assume that the average person will be willing to walk approximately 800 feet to reach their primary destination. The following diagram highlights the areas within 800 feet of River Road.

Figure 1 shows the land along the arterial corridors matching that distance, plus three focal points where this plan is prioritizing quality walking environments. Public parking facilities, if desired, should be located within the shaded areas on the map.

The most obvious barrier to development of a public parking facility is the need for money. Some common options include:

- **Urban Renewal:** Urban Renewal funds are often used to develop parking. This is a prime example of how funds generated through tax increment financing can be spent within the area to improve economic conditions and generate private sector investment. Surface parking spaces often cost more than \$7,000 each to create. At the same time, parking often consumes more of an owner's property than the building itself. Reducing, or eliminating the need for onsite parking can open the door to expanded investment and subsequent business transactions. Bringing Urban Renewal back to Keizer however may not be feasible.
- **Local or Business Improvement Districts (BID):** BIDs can be formed to share the costs of a future parking lot facility. This model could be used solely with private owners, or with City involvement. It would also likely require City support through the entitlement process and perhaps legal support in developing the appropriate shared parking and maintenance agreements. A locally-developed BID would place most of the responsibility and costs in the hands of some self-motivated property owners.
- **Parking Management Fund:** A parking management fund would be supported through charges applied to on-street spaces. This type of activity is common in cities with significant stores of on-street parking. It may not be applicable to Keizer due to the prevalence of private off-street parking and limited amount of on-street spaces. These funds are also supported through charging for parking at public sites, but such a charge may limit the parking lot's ability to attract parkers.
- **Planning:** The City can also develop a long-term plan whereby existing revenue streams are budgeted for future acquisition and development of parking lot(s)

**Parking Lot Considerations**

**800 foot Influence Area**

- Arterial Area
- Centers / Nodes

Sources: Esri, HERE, DeLorme,  
INCREMENT P.,  
(Hong Kong), Esri  
OpenStreetMap  
Community

0 1,000 2,000 Feet

**Keizer Revitalization Plan**

## Input Received

**Keizer Revitalization Plan**  
Draft Memorandum #6: Public Investments

## 4. Construct a Modified Streetscape Design

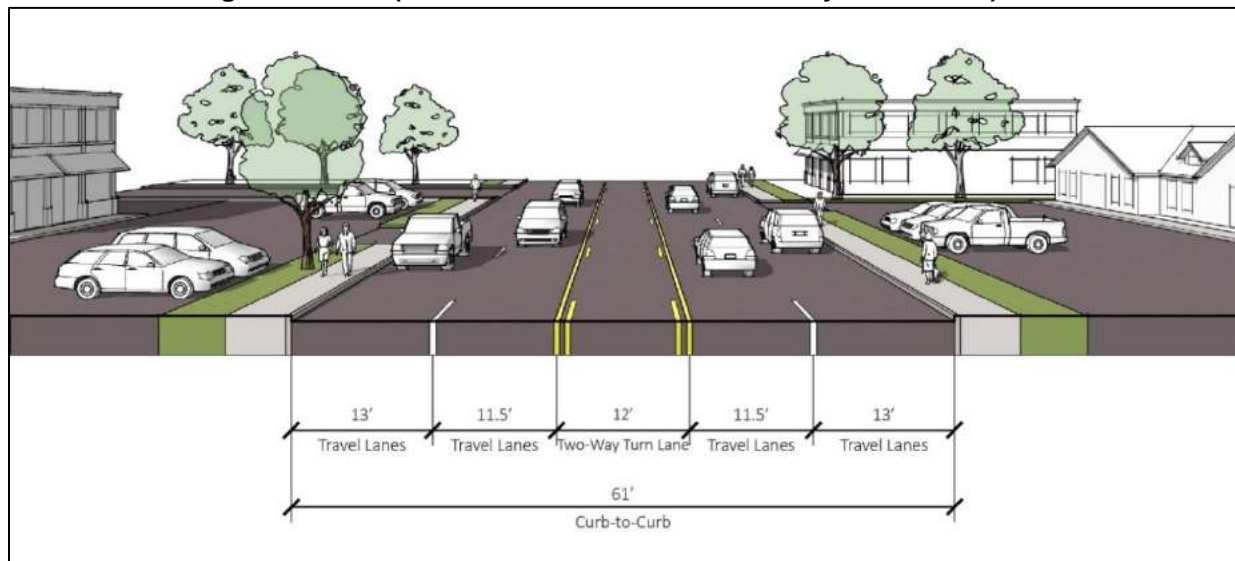
*Gap Analysis Addendum Goals A, B, C; Objectives 5, 11, 12, 13, 14, 17*

River Road and its three primary nodes are positioned to become more walkable and vibrant. The corridor provides access for many cars each day and is encumbered with safety issues, congestion, and property access, as it performs the job of being the sole north/south travel way through the City. Modified streetscape designs for River Road and Cherry Avenue could transform the corridor with multi-modal design treatments. These may include items such as improved sidewalks, bike lanes, improved pedestrian crossings, consolidated driveways, removal of center turning lanes and several intersection improvements.

Draft Memo #8 Multimodal Transportation Assessment included a detailed analysis of the arterial corridor. It divided River Road into two parts: Segment #1 is north of Chemawa Road; Segment #2 continues southward. Analysis resulted in qualifications of “Fair” for walking, biking and transit use north of Chemawa Road and the same for Segment #2 with the exception of biking where the lack of lanes led to a “Poor” determination. The memo goes further into details on proposed improvements. There are four alternative approaches summarized in the following images taken from the Memo #8.

South of Chemawa Road, the curb-to-curb distance shrinks from 70 feet to 60 feet, eliminating the bike lanes on each side of the road. See Exhibit 1 below.

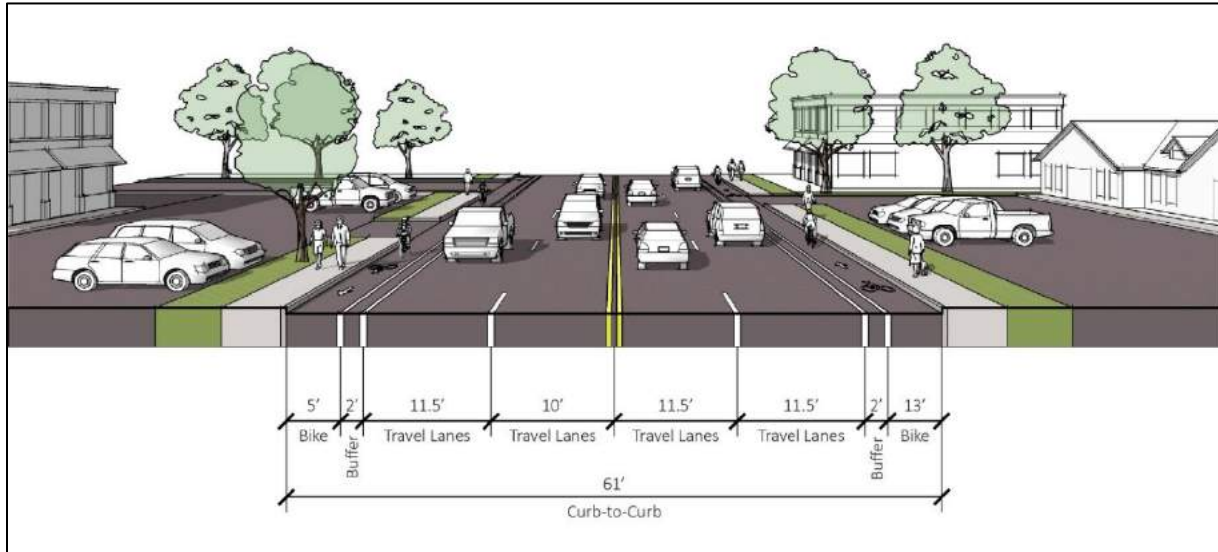
**Exhibit 1: Existing River Road (Chemawa Road to Southern Study Area Limits)**



*Source: Kittelson & Associates, Inc.*

The first option presented, to provide bike lanes on the southern section, removes the existing Two-Way Travel Lane (TWTL), also known as a center turn lane, to make room to buffered bike lanes on each side. Buffered bike lanes will support bicycle commuters but may be too close to vehicle traffic for some users to feel comfortable. See Exhibit 2 below.

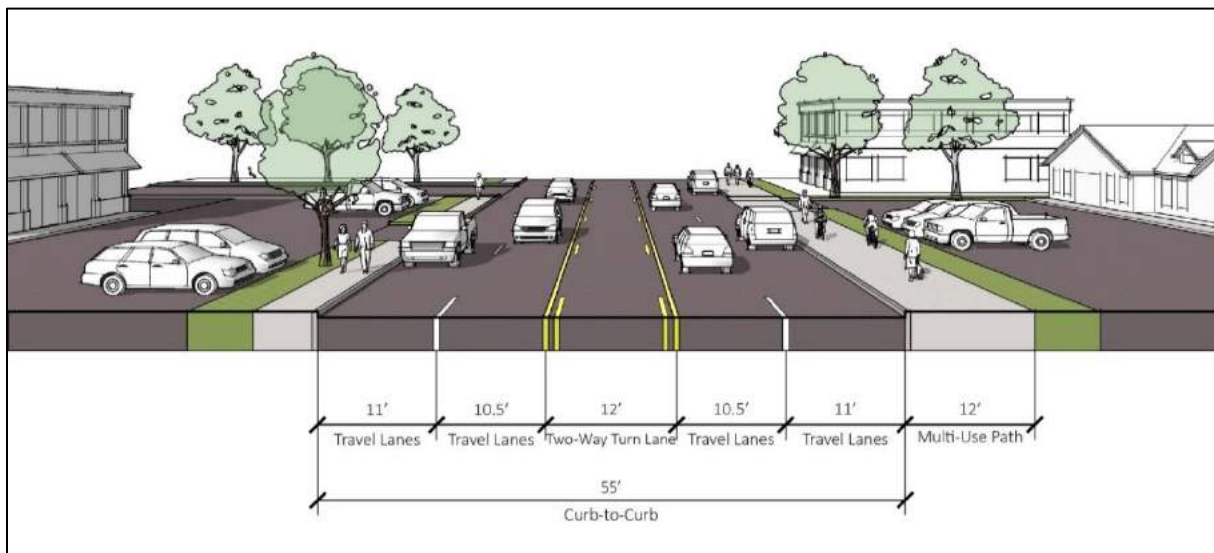
**Exhibit 2: River Road TWTL Removal –Buffered Bike Lanes (Chemawa Road to Southern Study Area Limits)**



Source: Kittelson & Associates, Inc.

The second option proposed includes a shared use bi-directional bike and walking path, or sidewalk, on the east side of River Road. To make room for the path, lane widths would be decreased from 12 to 10 feet. The separated shared path would be inviting for cyclists of all ability and age levels. See Exhibit 3 below.

**Exhibit 2: River Road Multi-Use Path (Chemawa Road to Southern Study Area Limits)**

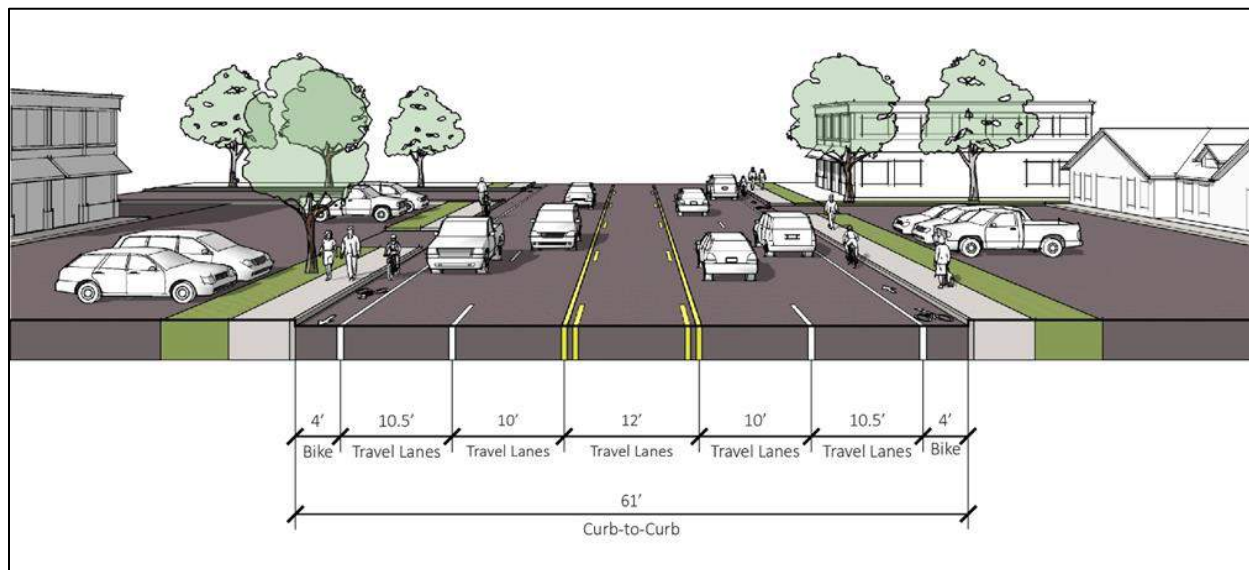


Source: Kittelson & Associates, Inc.

The third option retains four travel lanes and the center turn lane. It creates bike lanes by shrinking the lanes to 10.5 feet and introduces narrow, 4 foot wide bike lanes. This solution would impose minimal change on automobile traffic but the narrow bike lanes would not be suitable for all users. See Exhibit 4 below.



### Exhibit 3: River Road TWTL Maintained – Bike Lanes



Source: Kittelson & Associates, Inc.

## Input Received

Overall, the concept of adding bike lanes to River Road had more support than the current condition from attendees at Public Event 2. Additional discussion with the CAC and Stakeholder Groups reinforced these opinions.

- Exhibit 1, the existing configuration, was very popular as many suggested that bikes did not belong on such a congested road in the first place.
- Exhibit 2 was unpopular, as it would eliminate left hand turns, create confusion, and encourage more dangerous U-turns and 4-lane crossings from driveways. Respondents expressed concerns about business access due to limited left-hand turns.
- Exhibit 3, multi-use path was the preferred option. Most agreed that the slight narrowing of the lanes would be a worthy investment to allow for a wide, multi-use path along River Road for both north and south-bound traffic. Respondents expressed concerns about cost and business access due to combined driveways. This option would need to be paired with access management.
- Exhibit 4 received very little support, as it would severely limit safety for cyclists and motorists alike with its sub-standard lane configurations.

Draft Memorandum #8: Multimodal Transportation Assessment has been updated to reflect these preferences.

## 5. Enhance Claggett Creek Near Lockhaven Intersection

*Gap Analysis Addendum Goals A, B, C; Objectives 3, 11, 18*

As Claggett Creek flows toward the Intersection of Lockhaven and River Road it is contained within a roughly 65-foot-wide cement channel. It is largely hidden from view, faced by parking and the windowless sides of the adjacent buildings. See Figures 2 and 3 below.

**Figure 2 – Claggett Creek**



Source: Google Earth

**Figure 3 – Claggett Creek looking SE**



Source: Otak, Inc.

The current treatment of the creek leaves it fenced off from public view. Natural features, especially waterways, can be harnessed to transform places. The example shown in Figure 4 below shows a Seattle project known as the Thornton Creek Water Quality Channel, which was completed in 2009.



**Figure 4 – Thornton Creek Water Quality Channel, Seattle**



Source: [http://www.seattle.gov/util/cs/groups/public/documents/webcontent/spu01\\_006146.pdf](http://www.seattle.gov/util/cs/groups/public/documents/webcontent/spu01_006146.pdf)

The project was completed by Seattle Public Utilities (SPU). The Utility bought the 2.7-acre property and used grant funding to remove a 60-inch stormwater pipe and replace it with a daylighted stream and surface stormwater facility that became the centerpiece of a future development. For context, the size of parcel and length of the creek is similar.

The Seattle project rebuilt the entire 8.5-acre site. Even without changing the existing large buildings however, the Clagget Creek site could still be transformed. Imagine a more natural looking stream channel with trees, shade and water tumbling over rocks into small pools. It could have public plaza space and outdoor dining up against the creek instead of just parking lots. The development concept also includes a wide pedestrian promenade in front of the Rite Aid and Waremart buildings. Together, these changes could reinvent the site, creating a destination that caters to many daily needs that is a pleasant and desirable destination in and of itself. See Figure 5 below.



**Figure 5 – Potential Development Concept**



Source: Otak, Inc.

This opportunity would not be expected to be realized completely through public funding sources. The Thornton Creek project was funded through a State grant for stormwater and habitat upgrades. If a similar source is available for the creek restoration, it could be used in combination with private resources.

Projects such as this sometimes take the form of a public private partnership (PPP) where the public invests in an area for the benefit of both the property owner and the public at large. In return the property owner invests in the property with new development that meets public goals such as new housing, offices, or mixed-use buildings.

## Input Received

The CAC and Stakeholder Meetings did not include discussions of this option, and it was not presented at the public event. No clear direction has been received.

## 6. Improve Wheatland Road Intersection

*Gap Analysis Addendum Goal C; Objectives 14, 15, 17*

The 2009 Transportation System Plan (TSP) includes a significant redesign of the intersection of River Road and Wheatland Drive at the northern end of the project area. The intersection is expected to operate near capacity within the next decade or so. Additionally, a potential safety issue was revealed related to north-bound travelers turning left onto Wheatland Drive.

A conceptual intersection design is shown in Figure 6.

**Figure 6 –Wheatland Road Intersection Concept**



Source: Figure 4.9 from Keizer TSP

## Input Received

As evidenced by its inclusion in the TSP, the planned Wheatland Road modifications have been identified as important improvements. However, respondents indicated that the realignment of the Manzanita/McNary intersection (Initiative 7) should take priority over this initiative.

## 7. Re-Align Manzanita Street and McNary Road intersection with River Road

*Gap Analysis Addendum Goals A, B, C; Objectives 3, 5, 6, 11, 15, 16, 18*

The River and Wheatland Road intersection is just over 300 feet from the intersection with McNary Road and River Road. According to City standards, intersections on arterials should be spaced at least 250



feet apart, however experts suggest that this is less than the desired distance for signalized intersections of this scale. Re-aligning the Manzanita Street / McNary Road intersection to accomplish the desired spacing could be a catalyst for unlocking the development potential of the vacant lands in the vicinity. Moving the intersection southward and aligning or re-routing Trail Avenue traffic along a Manzanita Street realignment can provide access and frontage to several new developable city blocks.

The potential development around this new intersection would enlarge the northern activity area, connecting this area economically with the intersection of Lockhaven Drive and River Road. The site is currently vacant. Public investment in the roadway could entice private investment in the newly accessible parcels. Further, it can provide a proving ground for building in accordance with the walkable standards described in Draft Memorandum #8 and the access management policies of the TSP.

Figure 7 below shows how a combination of commercial and residential uses could be in this area. The dead-end Trail Avenue segment provides access to what is shown as two 3-story apartment or condominium buildings. The largest of the new sites is shown with a 3-story mixed-use building and two accompanying multi-family residential buildings. Sharing a site such as this allows for businesses and residents to share the parking, allowing a smaller than standard parking lot to effectively serve uses that occupy the lots at different times of day.

Moving south, a parallel street provides access to additional residential and office or retail sites. On the west side of River Road, the land occupied by the relocated McNary Road segment could be used for an office building like those that are just to the north. Responding to input received from the public, this concept also includes a possible community center.

**Figure 7 –Manzanita Street Development Concept**



Source: Otak, Inc.

## Input Received

This initiative was generally well-received by business owners and community members. Several business owners located near the intersection agreed realignment would create a great entrance into the downtown area, and the conceptual redevelopment had the potential to support their adjacent

businesses. In addition, it was felt that the intersection re-alignment would bring some order to the traffic in this area.

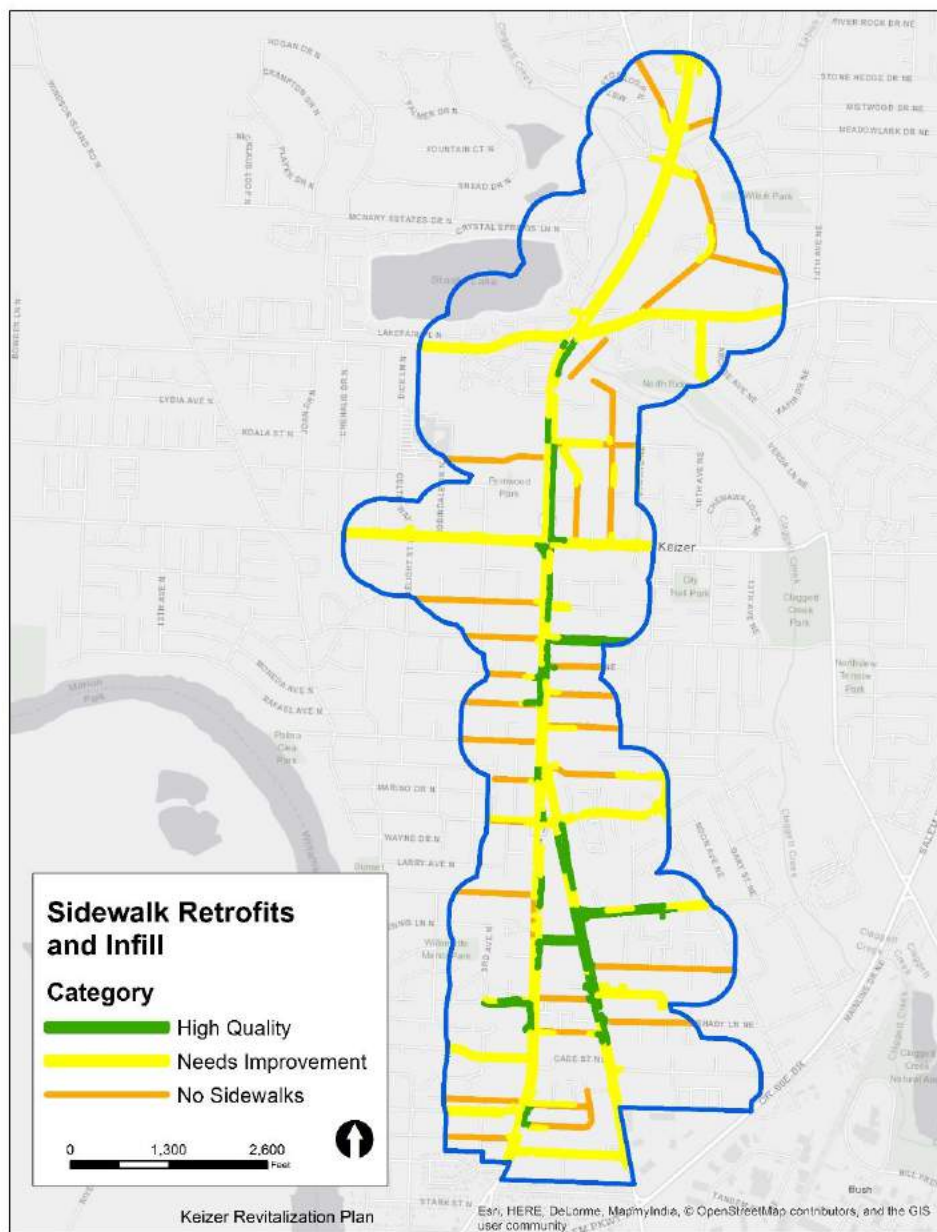
The CAC noted that the community center proposed as part of this concept does not have an identified funding source, but other active uses, such as a microbrewery, were likely to be well-received by the public.

## 8. Develop Sidewalk Upgrade and Infill Program

*Gap Analysis Addendum Goal C; Objectives 12, 14, 16*

This initiative is divided into two components: sidewalks along arterials; and sidewalks along the many streets that connect the neighborhoods to those arterials (“Connector Sidewalks”).

**Figure 8 – Sidewalk Retrofits and Infill**



Source: Otak, Inc., City of Keizer, ESRI

“High Quality” sidewalks are those that have been upgraded to provide buffering between pedestrians and adjacent traffic. “Needs Improvement” sidewalks are those that are substandard and do not provide buffering for pedestrians. Figure 8 indicates the locations of “High Quality” and “Needs Improvement” sidewalks, as well as unimproved sidewalks.

## Sidewalks Along Arterials

The majority of the “High Quality” sidewalks on River Road were developed with the City’s now-defunct urban renewal program. The yellow segments on the map, labeled “Needs Improvement,” do not include planter strips and therefore are not up to City standards.

River Road and Cherry Avenues, arterial streets, include sidewalks for their full lengths that allow for pedestrian mobility. In some places, planter strips have been installed to separate or buffer pedestrians from the traffic streaming by. This treatment dramatically enhances the walking experience and provides additional pedestrian safety. See Figure 9 below.

**Figure 9 – “High Quality” Sidewalk**



Source: Otak, Inc.

Figure 10 below shows existing sidewalks that have not been upgraded. These sidewalks are curb-tight and do not include buffering between pedestrians and traffic.

When development occurs, property frontages are typically upgraded by the developer to include the required planter strips. Beyond waiting for development to occur however, the City does not have a funded project set up for upgrading the sidewalks adjacent to the project area’s two arterials.



**Figure 10 – “Needs Improvement” Sidewalk**



Source: Otak, Inc.

## Connector Sidewalks

The second component of the project involves upgrading the streets that connect nearby neighborhoods to River Road and Cherry Avenue. Goal #1 of the TSP calls for the City to *“Increase miles of sidewalks along streets that connect to transit routes and neighborhood trip generators (i.e. schools, parks, community centers, shopping centers, etc.).”* River Road and Cherry Avenue provide the locations for many of the City’s trip generators, with River Road also being the road with transit stops. Figure 8 above identifies the streets that connect to River Road or Cherry Avenue that currently do not have sidewalks. They are orange on the map.

Table 4.1 of the TSP declares that the standard designs for all street types within the City include sidewalks. When development occurs on any of the streets within the study area, property owners are charged with building or upgrading the street and sidewalks to the current standard. Some of these upgrades are included in the TSP’s Table 1.9 with target time frames and costs. For the others, beyond waiting for development to occur however, the City does not have a funded project set up for building sidewalks on all these streets.

The TSP determined that approximately \$24 million in 2009 dollars would be needed to accomplish the plan’s 20-year goals. It included a discussion of potential funding sources, a number of which could apply to a sidewalk upgrade and infill program. The four most applicable funding sources are:

- State Transportation and Enhancement funds and Bicycle/Pedestrian Grants
- Stormwater grants for green street treatments that could be done through planter strip swales
- Local Improvement Districts (LID) whereby adjacent property owners contribute to cover the cost of upgrades.
- Tax Increment Financing – also known as Urban Renewal (if it were to be re-initiated)

## Input Received

Both the Sidewalk along Arterials and Connector Sidewalk initiatives received strong report. Overall, respondents felt that safe and attractive sidewalks should be a priority.



Issues identified by respondents include minimal distinction between the road and sidewalk. Many areas along River Road have sidewalks that have been confused by motorists as road due to their low-rise construction, as well as ambiguity between what is a driveway vs. walkway. Proposed solutions included creating landscaping buffers along sidewalks and raising curb heights to reduce the risk of cars driving onto sidewalks, or people walking in the road.

Respondents generally agreed that sidewalks connecting neighborhoods to the River Road corridor would greatly benefit the City by providing safe, direct access from those areas.

## 9. Create Parallel North-South Bicycle Network

*Gap Analysis Addendum Goal C; Objectives 12, 14, 16*

As described in Draft Memorandum #8: Multimodal Transportation Assessment, the entire length of River Road within the study area is rated for a Bicycle Level of Traffic Stress (BLTS) of 3 or above. This is mainly due to the lack of bicycle facilities, the relatively high speed of travel and the number of vehicle travel lanes. While the proposed upgrades could lower this to a level of 2, many riders would still not choose River Road if there were lower-stress options.

In the memo, two parallel routes were identified that would be within 0.4 miles of River Road. These options could facilitate bicycle travel by riders with a large range of skill and confidence levels. These potential Neighborhood Greenways are described as:

- **Parallel Routes West of River Road:** An opportunity exists to provide a relatively direct north-south low stress parallel bicycle route via Celtic Way, Delight Street, Menlo Drive, and Rivercrest Drive. This parallel route has a rating of BLTS 1 and is suitable for bicyclists of all ages, abilities, and skillsets.
- **Parallel Routes East of River Road:** An opportunity exists to provide a parallel low stress bicycle route via Brooks Avenue, Thorman Avenue, Lawless Street, Clark Avenue, and Bailey Road. This parallel route is less direct in comparison to the parallel route west of River Road and requires two-stage turning maneuvers at Dearborn Avenue from Bailey Road to Thorman Avenue and at Chemawa Road from 8th Avenue to Bailey Road.

In addition to the parallel routes, a series of secondary routes have been identified to facilitate bicycle travel from the north-south Neighborhood Greenways to area attractions and the River Road / Cherry Avenue corridor. See Figure 11.

**Figure 11 –Proposed Neighborhood Greenway**



Source: Otak, Inc.

## Input Received

This initiative received strong report. Many respondents identified it as an alternative to, rather than companion to, improving the bicycle facilities on River Road. However, neighborhood residents expressed concerns about increased traffic and crime that could arise if additional bicyclists and pedestrians were routed through their neighborhoods. Finally, attendees of Public Event #2 strongly supported the concept of parallel neighborhood greenways.

## 10. Perform a Road Safety / Mobility Audit

*Gap Analysis Addendum Goal C; Objectives 12, 14, 15, 16, 17*

The Federal Highway Administration (FHA) describes a Road Safety Audit (RSA) as a multi-disciplined approach, evaluating transportation facilities' safety and performance for all potential road users. Mobility and safety concerns are ever present for arterials such as River Rd and Cherry Avenue. The multimodal analysis presented by Draft Memo #8 identified a series of improvement concepts. An audit could be performed prior to detailed design of the improvements.

The safety or mobility audit would typically involve three primary components:

- **Synthesis of information** from plans such as Keizer's TSP, accident data, transit records and user feedback through a kickoff meeting. A diverse group of users and experts should comprise the study team. Be sure to include planners, engineers, urban designers, representatives from non-auto groups such as Oregon Walks and possibly groups such as the Mid-Valley Bicycle Club, and Northwest Senior and Disability Services.
- **Field visit** –travel the corridor with selected members of the team documenting issues such as functional sidewalk widths and conditions, barriers to those using mobility devices, driveway slopes exceeding ADA standards, operation of pedestrian operated facilities including timing of walk cycles, intersection curb radii and cross-traffic turning movements that could cause conflicts.
- **Documentation** of the review materials, field visit, and suggested remedies should be detailed in a final report that can be used to guide future repairs and upgrades.

**Figure 12 – Example Safety / Mobility Audit Documentation**

*Below: Uneven pavement*



*Below: No ADA treatment*



*Below: Overly wide curb radii*



Source: Otak, Inc.

*Below: High-quality facility*



The result of the Safety / Mobility Audit would be incorporated into the City's next TSP and Capital Improvements Plan and used as the basis for development of refined street designs.

## Input Received

It was generally agreed that accessibility and mobility should be a major priority for the development of future sidewalks and the improvements of existing ones. Many respondents had stories of individuals using wheelchairs, pushing baby carriages, and facing other mobility challenges when attempting to use the River Road sidewalks.

## 11. Create an Accessible Public Plaza

*Gap Analysis Addendum Goals B, C; Objectives 11, 18*

The Keizer Revitalization Plan suggests that the City invest in two plazas during the next 10 to 20 years. One potential opportunity site is already in public use. Walery Plaza, at the intersection of Cherry Avenue and River Road, is known by many simply as "Christmas Tree Plaza" because of the annual tree lighting ceremony. See Figure 13 below.

**Figure 13 –Walery (Christmas Tree) Plaza**



*Source: Otak, Inc.*

The existing City-owned property could be expanded through potential purchase of some of the adjacent property that houses the Domino's Pizza. The enlarged site could be reconfigured. The northern end of Cherry Avenue could still support vehicle travel, but in a rebuilt configuration as a festival street that is a combination street and public space that can be closed for parades, festivals and markets.

The land just behind the tree could be rebuilt into a public plaza with shade trees. The entire block could include an updated sidewalk that incorporates planter strips that separate walkers from vehicle traffic. The site currently hosts more parking than is warranted by demand. A new building could be developed, perhaps as a public private partnership that capitalizes on the new plaza. See Figure 14 for a design concept for Walery Plaza.

Public plazas, such as the one shown in Figure 14, can become focal points within a community, enhancing people's appreciation of their city and boosting commercial viability of nearby properties. These types of projects are often funded through bonds, tax increment financing or through Parks System Development Charges (if the City were to choose to add them at some time).



**Figure 14 –Design Concept for Walery Plaza**



Source: Otak, Inc.

## Input Received

Respondents were strongly supportive of this initiative.

## Next Steps

The Draft Keizer Revitalization Plan will continue to be refined through discussions with City staff, work sessions with decision-makers, review by the CAC and stakeholders, and public comment and review.





## Meeting Notes

**To:** Nate Brown, Shane Witham, Dina Russell – City of Keizer  
**From:** Glen Bolen – Otak Inc.  
Matt Hastie – Angelo Planning Group  
Nicholas Gross – Kittelson Associates  
**Date:** January 15, 2019  
**Subject:** Keizer Revitalization Plan – Meeting Summaries CAC #3  
**Project No.:** 17428A

This memo summarizes the discussion and input received from the Meeting on January 15th for the purpose of reviewing the draft memos from Phase 4.

The CAC #2 meeting was held 3:00 until 5:00 pm. Consultants Glen Bolen, Matt Hastie and Nicholas Gross delivered a PowerPoint presentation and led the discussion. The focus of the meeting was three draft memos that had been sent out previously. The presentation hit on the main points. Glen Bolen began the meeting with a recap of input received since CAC #2.

### **Memo: Code and Policy Recommendations**

Matt Hastie led the discussion of this section. There was general support for the proposals that were put forth. The following captures the Committee's expressions:

- A. General Zoning Discussion
  - 1. Rezone depth should be consistent north of Chemawa Rd.
  - 2. Chemawa focus area should be extended further south, possibly to Dearborn
  - 3. The size of the Cherry Ave center could result in issues with non-conforming uses
  - 4. Some feeling that all land along River Road could be designated for Mixed Use. Consultants wondered aloud if there would be a risk to meeting housing need.
  - 5. General concern about large big box users, but existing lot pattern will general prohibit them due to costs of assemblage.
  - 6. Overall understanding of negative impacts from drive-through uses in walkable areas, but also a desire to allow uses such as banks.
- B. Mobile Home Park Parcel
  - 1. Mobile home parcel should be treated as part of the entire corridor with discussion of rezone
  - 2. Serves as "gateway" to the City
  - 3. There are currently no protections for tenants and the owner could redevelop at any time.
  - 4. Rezoning could help steer redevelopment to this parcel and the corridor generally.
  - 5. Would the property be split zoned as a result? No clear consensus.
  - 6. Suggest zoning overlay so that if developed, overall affordable housing does not result in net-loss
  - 7. Require affordable housing to be built elsewhere within City
  - 8. Staff/consultants noted that this could be an issue in terms of either creating a non-conforming use, impacting the city's supply of residential land, and/or having fair housing implications. These issues should be explored and addressed when considering zoning for this property.
- C. Off-street parking requirements
  - 1. Reductions could result in congestion of on-street parking and impacts on adjacent neighborhoods
  - 2. Reducing requirements makes sense in terms of development cost and feasibility, lowering monthly rents

- 3. Reducing requirements is good if it helps stimulate multi-family housing development in the corridor by making more land available for housing units.
- 4. Shared parking (already allowed) can be a great way to allow increased mixed use intensity via building less parking than otherwise needed.
- D. New Clean Water Act – Matt Hastie to follow-up with Bill (?)
  - 1. EPA Safe Drinking Water Act – Phase 2 Communities
    - a. New requirements to reduce overall water to waterways
    - b. These requirements may run counter to reducing minimum landscaping requirements; the consulting team will review and address this issue

## Memo: Multimodal Discussion

Nicholas Gross led the discussion on Kittelson's multi-modal analysis.

- A. The primary issue of the discussion was the potential re-design of River Road from Chemewa south for the purpose of adding bicycle infrastructure.
- B. Three cross-sections were examined. Concerns about all River Road alternatives in terms of cost, congestion/mobility impacts, safety, and access issues and conflicts
  - 1. #1 removed center turn lane added bike lanes. Group was concerned about business access due to limiting left turns.
  - 2. #2 narrowed lanes and added a shared use path on east side of River Road. This was the most popular. Concerns were primarily about cost, and the need to combine driveways
  - 3. #3 narrowed all lanes and added substandard bike lanes. Nobody seemed to support this option.
- C. #2 with the shared multiuse Path was the preferred alternative; explore which side of the road is best suited for the pathway
- D. The group discussed a road diet (two travel lanes, one center turn lane, on-street bike lanes); Decided that with approx. 35,000 VDT it would not be feasible
- E. Parallel bike routes should be included in Plan, in addition to providing accommodation along River Road
- F. East/west bike/ped connection through school may not be feasible
- G. Make sure the existing Cherry Ave bike route designation is reflected on maps
- H. Is it possible to reduce traffic speeds on River Road? There are a number of potential benefits to slowing traffic on River Road for local businesses and residents.
- I. It is important to get feedback from the Traffic Safety Committee on these options

## Memo: Public Investments

Glen Bolen led the discussion on investments. Concepts included construction, land acquisition and program development.

- A. Realignment of Manzanita/McNary Intersection (as shown in consultant's drawings) should be a priority over planned Wheatland Road modifications
- B. Proposed community center might not be possible (funding) but other uses such as a microbrewery would also be well received by the public
- C. Strong support for the public plaza concept at Warely Plaza (AKA Christmas Tree)
- D. Some support for one or more public parking lots, but no sites were identified, no funding known to be available
- E. Items such as an economic development department or Main Street Program would require full-time staffing position and therefore not likely to fit in near-term priorities.



## Meeting Notes

**To:** Nate Brown, Shane Witham, Dina Russell – City of Keizer  
**From:** Glen Bolen, Nathan Jones – Otak Inc.  
 Kate Rogers – Angelo Planning Group  
**Date:** February 12, 2019  
**Subject:** Keizer Revitalization Plan – Stakeholder Meeting Summaries #2  
**Project No.:** 17428A

This memo relays what the consulting team heard from six stakeholder meetings held on January 28 and 29, 2019. Each meeting involved a PowerPoint presentation to review the draft memos from Phase 4 which focus on implementation actions. A total of 23 community leaders, property owners, business owners, and community members attended.

### Session #1

#### Attendees:

- Tim Wood, City of Keizer Finance Director
- Michelle Adams, owner of Copy Cats
- Ken Gierloff, SE Keizer Neighborhood Assn
- Hersch Sangster, former Planning Commissioner, Traffic Safety-Bikeways-Pedestrian (TSBP) committee
- David Bauer, owner of Bauer Insurance

### **Memo: Code and Policy Recommendations**

Kate Rogers of APG used a series of slides to describe the suggested code changes. Following are notable comments or conclusions.

- Agree with proposal to encourage going taller and increasing activity (i.e. density) close to River Road.
- Streamlining the MU zone by incorporation other commercial zones resonated well
- Mixed-use is good for people who want to live near and walk to businesses
- River Rd expansion took half my parking lot; concerned about access and safety
- Re: reduced parking requirements – concerned about access to businesses for those who can't walk or bike
  - Glen: market tends to right-size parking. They can build more than the minimum
- Re: building materials – we worked on standards to make sure development on River Rd is attractive, and don't want to see those go away
- Suggest design standards for single-family areas, not just mixed-use or multifamily
- What is the likelihood of residential development if the RM properties were MU and therefore allowed commercial?
- Should/could we possibly add a residential requirement to RM properties:
  - (Note from author – consider allowing ground floor residential in the RM zone)
- Some were concerned that Mixed Use would generate more traffic along the corridor. Conventional wisdom is that traffic will increase as the city grows, but that Mixed Use generates less travel per s.f. or unit than separate use development.
- Much discussion focused on driveways. Many businesses rely on driveway access directly to River Road. Some driveways and parking areas were compromised during earlier road widenings. The recommendations suggest that over time driveways are consolidated and/or moved to the side or rear streets. This will be difficult on some properties, especially smaller commercial lots.
- General support for the idea of directing auto service and drive-throughs away from centers

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- Concern was about the interface between high density and neighborhoods.

### **Memo: Multimodal Discussion**

Nick Gross from Kittelson led the discussion. Following are notable comments or conclusions.

- Note: biking on River Road is not advised currently. Cherry is one common alternate
- Re: Road cross section options
  - We discourage cyclists from using the right lane because utilities are there (sewer grates, manholes) and very dangerous
  - Between Chemawa and the south end of the corridor, very few cyclists use this stretch
  - For commuting into the core area (Salem), most use Cherry Ave
  - Concerned about commercial vehicles, speeds, turning – very unsafe
- Re: option 1, buffered bike lanes
  - Could you have turn lanes in certain spots?
  - If you have turn lanes suddenly disappear, it creates confusion for cyclists
- Re: option 2, multi-use path
  - Multi-use path is ok, but concerned about business access
  - Multi-use path is unsafe for bikes/peds because of driveway crossings
  - Shane: this would need to be paired with access management
- Re: option 3
  - Doesn't appear to work great for anyone
- Re: Parallel routes
  - If we improve parallel routes, can we simply leave River Rd alone?
  - No matter the design, I will continue to avoid River Rd; Cherry is the way downtown (to Salem)

### **Memo: Public Investments**

Glen Bolen of Otak led the discussion of potential investments. Following are notable comments or conclusions.

- North end of corridor near Lockhaven has adequate bike facilities
- Manzanita center looks great.
- Re: Parcel assemblage
  - I like the McNary/Lockhaven concepts, but those are undeveloped parcels; Cherry Ave is already developed – do you have ideas for private property owners?
  - Parcel assemblage is a key piece – a real problem for other parts of the corridor
  - For SE Keizer, the only way you're going to see any redevelopment is through lot consolidation
- Desire for incentives to help with redevelopment.

## **Session #2**

### Attendees:

- Laura Reid, Keizer City Council
- Mike Erdmann, President of Homebuilders Association
- Paul Elliott, owner of Uptown Music
- Kathy Lincoln, Transit committee and TSBP committee

### **Memo: Code and Policy Recommendations**

Following an introduction and description of the overall process by Glen Bolen, Kate Rogers of APG used a series of slides to describe the suggested code changes. Following are notable comments or conclusions.

- Mixed-use – would it be a mandate or allowance?
  - Kate: current recommendation is to allow mixed-use, but a mandate is possible

- Incentives are great; a mandate wouldn't work for the market
- Re: RM to MU rezone
  - Concerned about losing multifamily and needed housing
  - What are you going to get with all the existing multifamily development? There's not much vacant land.
  - Mixed-use is very tough to do
- Re: special standards for centers
  - Concerned about too many different standards
    - Kate: for the most part, all the centers would have the same set of standards
  - Why not extend the geography of the centers so they connect?
    - Kate: if there weren't separation between the centers, it would just be the whole corridor; don't necessarily want the restrictions in centers to apply corridor-wide
  - Where would auto-oriented uses go, if not in this corridor?
- We need opportunities for homeownership, in addition to rental

### Memo: Multimodal Discussion

Nick Gross from Kittelson led the discussion. Following are notable comments or conclusions.

- Re: Road cross section options
  - Option 1, buffered bike lanes is bad for traffic
  - Option 1 is my favorite – better for bikes
  - I like option 2, multi-use path – would help get people to ride bikes
    - Could the shared path be striped?
  - Re: option 3, bike lanes with center turn lane
    - Why couldn't there be an option with raised multi-use paths on both sides, instead of bike lanes?
    - Glen: that would be 9' on both sides; 10' is typically the minimum for multi-use; we'll ask Kittelson to look into this
- Re: Parallel routes
  - I use those all the time; the trouble is getting across River Rd – need help with sensors to cross; I would take Cherry Ave, maybe not Verda Ln
  - Nate: Verda is being improved through the STIP process

### Memo: Public Investments

Glen Bolen led the discussion of potential investments. Following are notable comments or conclusions.

- Re: McNary/Manzanita realignment
  - What is the legal use for SDCs?
    - Nate: they must be used in conjunction with improvements to increase capacity, which is the case for this project
- You haven't mentioned transit at all – what have you been hearing about how it's working?
  - Nate: we've initiated a conversation with the transit district
- My understanding of this project is that the point is to promote growth and update how the corridor looks?
  - Nate: we want to remove barriers to development
  - Glen: we're also trying to meet housing and job needs
- We need outdoor plazas in all the nodes
  - Glen: the concept near Lockhaven is for a private plaza that could be used by the public

## Session #3

### Attendees:

- Chris Lord, owner of 4190-4198 River complex
- Jon Eggert, owner of Creekside Veterinary Clinic
- Randy Miller, citizen at large (past business owner)
- Nigel Guisinger, owner of WV Appliance
- Carolyn Homan, West Keizer Neighborhood Assn

### Memo: Code and Policy Recommendations

Following an introduction and description of the overall process by Glen Bolen, Kate Rogers of APG used a series of slides to describe the suggested code changes. Following are notable comments or conclusions.

- Why not expand out the mixed-use zone? All properties within a certain distance of River Rd? In some places, this could facilitate assemblage.
  - Re: concerns over rezoning single-family areas – All this land used to be residential, and it's been redeveloped over time. Why not think of it that way?
  - I agree that the difference between MU and commercial zones isn't that great. I like the idea of a wider commercial space along River Rd, but if you move that boundary, you'll be right up against single-family homes.
    - Nate: are there design standards that could ease that transition?
  - Thinking long-term – we need to have the lots that accommodate the growth
- Re: reduced landscaping requirements – what about beautification? If we're reducing the amount, we should make sure it's attractive.
  - Kate: we agree – it's one of the recommendations

### Memo: Multimodal Discussion

Following are notable comments or conclusions.

- Re: Road cross section options
- Re: option 1, buffered bike lanes
  - I don't like that there's no turn lane
  - (agreement from 3-4 others)
- Re: option 2, multi-use path
  - Why is the turn lane so wide?
    - Glen: for safety related to turning movements, that's pretty standard
  - Need makings for the multi-use path
  - Why not use asphalt millings to build up the curb, instead of concrete? Could be more cost-effective.
- Re: option 3, bike lanes with center turn lane
  - What is the percentage of people who bike instead of drive in Keizer?
    - Nate: we don't have a targeted mode split in our TSP

### Memo: Public Investments

Glen Bolen led the discussion of potential investments.

- Re: public parking
  - Is there data for how much the land is owner-occupied vs. owned by investors? Real estate investors would make very different decisions than business owners.
    - Nate: many business owners lost portions of their parking when River Rd was improved
  - How far out are we looking with these investments? Nate: many years out



- Would like to see some more shared parking near the McNary realignment – would help my business. We have trouble with wayfinding for our office.
  - Nate: would placemaking signage be helpful? Yes.
- I heard Cathy Clark say a lot of issues are with absentee owners – how can we address this?
  - Glen: if they see the opportunity to make money, that could help
  - Owners with Keizer addresses are few and far between on River Rd

## Session #4

### Attendees:

- Mike DeBlasi, Planning Commission and TSBP committee
- Richard Walsh, Walsh Law Offices
- Marlene Parsons, Keizer City Council
- Gary Blake, West Keizer Neighborhood Assn
- Nick Stevenson, business owner

### Memo: Code and Policy Recommendations

Kate Rogers of APG used a series of slides to describe the suggested code changes. Following are notable comments or conclusions.

- Re: rezoning
  - Why not upzone the mobile home park property to MU?
  - The mobile home site could be very valuable
  - We do have a shortage of housing.
  - I would support widening the MU area, especially in centers; give property owners the ability to consolidate
  - I like what I see, but I want to make sure that property owners are brought to the table with any rezoning
- Re: Centers
  - What about redesigning the roadway/intersection at Lockhaven? Getting off bike lanes is challenging.
- Re: Design standards
  - When I compare Keizer Station to other mixed-use areas, the design isn't great.
  - It depends on what we're trying to accomplish. We need to create pedestrian-friendly design.
- River Rd is a highway – are we really going to have people walking on both sides and crossing River?
  - Shane: that's why the centers are wider at the intersections; development can happen on the cross streets

### Memo: Multimodal Discussion

Nick Gross presented concepts and the group shared in discussion. Following are notable comments or conclusions.

- Re: Road cross section options
  - Re: option 2, multi-use path
    - I like it because I like separated paths, but it would destroy businesses if it blocks driveways. It's also a huge hazard to people on bikes because cars don't look for them when pulling out.
    - In the images, it looks like the driveways are gone.
    - Nate: we want to reduce driveways wherever we can. That will happen over time.
  - Re: option 1, buffered bike lanes
    - Could have turn lanes at intersections
    - With right-in, right-out access – if there's a good solution for turning around, this might work.
    - Between Cummings and Chemawa, this wouldn't work. Could only work south of Cummings
    - Removing the turn lane is a signal to property owners

- Could we have different sections along the corridor?
- Might need to lower the speed limit on River Rd
- What about wide vehicles in the narrowed lanes? There's no space.
- One said, I like options 1 and 3
- Re: parallel routes
  - You get a similar result without having to have bikes on River Rd

### Memo: Public Investments

Glen Bolen led the discussion of potential investments. Following are notable comments or conclusions.

- RE: public parking
  - Is it possible to levy a citywide parking fee?
  - Glen: the public parking would be a benefit to the property owners in that area
  - Public parking removes the driveways; it's better for pedestrians
  - My business pays for shared parking near Staats Lake; it may be hard to take if these areas get public parking
- Re: Lockhaven Center concepts
  - There was a plan for a bike path along Claggett Creek; several parcels of city-owned and undevelopable (flood plain) land; ties into major bike path around city
  - Nate: this could tie into to that path network
  - Keizer Compass recommended a bike overcrossing at Lockhaven
  - This intersection is still safer for pedestrians than Chemawa and River
  - River and Lockhaven need a road diet – so you want to walk/run along it
  - Glen: traffic consultants looked at a road diet, but the traffic volumes don't warrant it
- Can the TSBP be involved in the safety/mobility audit?
  - Nate: yes, you're not the first to suggest it
- Re: urban renewal
  - My suggestion is that urban renewal needs to be reintroduced to the district; it's painless to property owners
  - That won't be popular; the street tax proposal didn't go over well
  - If you do urban renewal, you need to push the boundary back to include more properties

### Overall Comments

- like it – the plan has gotten better over time
- It's always easier when there's a shared vision
  - Nate: there are still going to be hard choices to make

## Session #5

### Attendees:

- Olga Loria
- Arturo Loria (SP?)

### Memo: Code and Policy Recommendations

Following an introduction and description of the overall process by Glen Bolen, Kate Rogers of APG used a series of slides to describe the suggested code changes. Following are notable comments or conclusions.

- Related to centers and possible up-zoning there is concern about creating non-conforming uses.
- Feel concerto to protect homeowners as well.
- Parking, what happens if low parking is near neighborhoods – concern about neighborhood spill over.
- Also understand the tradeoff though in terms of saving money on rent for building with less parking.

**Memo: Multimodal Discussion**

Nick Gross presented concepts and the group shared in discussion. Following are notable comments or conclusions.

- Road option #1 would be a problem – the center lane is needed – ranked Bad
- #2 this option is better, but understand the concern about spending money
- #3 likely too narrow, ranked Bad. Bikers would use the travel lane and cause confusion and danger
- Like the parallel bike network.
- Favor the parallel network over retrofitting River Road
- Cherry Ave. is a good bike street
- The priority should be to enable families to walk and bike

**Memo: Public Investments**

Glen Bolen led the discussion of potential investments. Following are notable comments or conclusions.

- We need to think about School Capacity and growth. Does money come with growth to help schools?
  - GB – via State formulas but no SDCs are charged.
  - Consider a local SDC option
- Lots of students will walk on the road near the Mormon Church Trail and Manzanita
- Look at adding sidewalks – like the sidewalk infill program
  - Prioritize school access sidewalks.
- Concern about school zone and speeding at 14th and Lockhaven.
- Like the plaza idea at the Christmas Tree (Walery Plaza)
- McNary and Manzanita is a dangerous intersection – lots of close calls – rebuild to minimize conflicts.

**Session #6**Attendees:

- Ignacious
- Maria (didn't record last names)

**Memo: Multimodal Discussion**

Nick Gross presented concepts and the group shared in discussion. Following are notable comments or conclusions.

- Doesn't see much walking on River Road unless there is an event. Sees demand for biking
- Bikers take over the walking areas
- Danger at parkway to I-5 (listed as an example)
- Conflict between walk, run and bike
- Need to delineate space for each user
- Road options
  - The middle lane is useful for emergency vehicles
  - Don't like losing left turns.
  - Option #2 is the favorite
  - Parallel bikeways
- Concern about people getting to know the changes
- Saw confusion in Portland with the Greenway program.

### **Memo: Code and Policy Recommendations**

Kate Rogers of APG used a series of slides to describe the suggested code changes. Following are notable comments or conclusions.

- Agree with driveway consolidation with zoning.
- Redevelopment should beautify

### **Memo: Public Investments**

Glen Bolen led the discussion of potential investments. Following are notable comments or conclusions.

- Like community center idea
- Like sidewalk improvement program
  - Would walking increase?
  - Need to be wide and direct
- Also could use crossing refuges or rapid flash beacons
- Plaza in front of pizza hut is currently in disrepair – a friend in a mobility device fell because of bad ADA ramps. Needs good upgrades to all ADA facilities
- Sidewalks and other improvements can cause issues during construction
- Told story about a woman with a stroller near Burger King on the phone that lost the stroller to traffic – no one hurt though.

*General note -this session was translated live -the participants thank the team profusely for inviting them to this conversation and speaking Spanish.*



## APPENDIX C

*Keizer, Oregon*

Pride, Spirit and Volunteerism

### Keizer Revitalization Plan – Open House #2 Comment Form

*[Plan de Revitalización de Keizer – Sesión Informativa #2  
Planilla de Comentarios]*

Please fill out the following survey. For each statement, please tell how much you support or disapprove of the proposal.

*Por favor, rellene la siguiente encuesta. En cada instrucción, díganos cuanto aprueba o desaprueba la propuesta.*

1. Keizer should create special requirements in the three intersection areas (Lockhaven, Chemawa, and Cherry) so that over time the areas become safer and more walkable. Ideas include: moving parking lots and driveways away from River Road and facing front doors and windows toward River Road.  
*[Keizer debe crear requisitos especiales en las tres áreas de intersección (Lockhaven, Chemawa y Cherry) para que con el tiempo estas áreas sean más seguras y más fáciles de caminar. Las ideas incluyen: mudar los aparcamientos y accesos de vehículos fuera de River Road, así como crear mas aberturas y ventanales hacia River Road.]*

1 Strongly Disagree 1 Totalmente en desacuerdo	2 Somewhat Disagree 2 Algo en desacuerdo	3 Neutral	4 Somewhat Agree 4 Algo de Acuerdo	5 Strongly Agree 5 Totalmente de Acuerdo

2. The City should develop a public plaza like the example idea for Walery Plaza or the Christmas Tree area.  
*[La ciudad debe crear una plaza tomando cómo ejemplo la Plaza de Walery o el área del árbol de Navidad]*

1 Strongly Disagree 1 Totalmente en desacuerdo	2 Somewhat Disagree 2 Algo en desacuerdo	3 Neutral	4 Somewhat Agree 4 Algo de Acuerdo	5 Strongly Agree 5 Totalmente de Acuerdo

3. The City should invest and partner with property owners to help facilitate growth and development that matches the community's vision of vibrant, walkable places.  
*[La Ciudad (alcaldía) debe invertir y asociarse con los propietarios para facilitar el crecimiento y desarrollo de la ciudad, que coincida con la visión de la comunidad de lugares vibrantes y peatonales.]*

1 Strongly Disagree 1 Totalmente en desacuerdo	2 Somewhat Disagree 2 Algo en desacuerdo	3 Neutral	4 Somewhat Agree 4 Algo de Acuerdo	5 Strongly Agree 5 Totalmente de Acuerdo

4. It is important to develop a safe and comfortable way to ride a bicycle along River Road.

*[Es importante desarrollar una forma segura y cómoda de andar en bicicleta a lo largo de River Road]*

1 Strongly Disagree 1 Totalmente en desacuerdo	2 Somewhat Disagree 2 Algo en desacuerdo	3 Neutral	4 Somewhat Agree 4 Algo de Acuerdo	5 Strongly Agree 5 Totalmente de Acuerdo

(Please Turn Page Over)

5. Building safe and attractive sidewalks should be a high priority for the City of Keizer.

*[Construir aceras seguras y agradables debe ser una alta prioridad para la Ciudad de Keizer.]*

1 Strongly Disagree 1 Totalmente en desacuerdo	2 Somewhat Disagree 2 Algo en desacuerdo	3 Neutral	4 Somewhat Agree 4 Algo de Acuerdo	5 Strongly Agree 5 Totalmente de Acuerdo

6. A system of neighborhood greenways for biking and walking will benefit Keizer's residents.

*[Un sistema de vías verdes vecinales para andar en bicicleta y caminar beneficiará a los residentes de Keizer.]*

1 Strongly Disagree 1 Totalmente en desacuerdo	2 Somewhat Disagree 2 Algo en desacuerdo	3 Neutral	4 Somewhat Agree 4 Algo de Acuerdo	5 Strongly Agree 5 Totalmente de Acuerdo

Please provide any additional comments about the Keizer Revitalization Plan that you were not able to provide as part of the other Open House activities. *[Si tiene comentarios o opiniones adicionales sobre el Plan de Revitalización de Keizer, que no haya podido darnos en las Sesiones Informativas anteriores, le agradecemos los escriba aquí.]*

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Contact information (optional): \_\_\_\_\_

*[Información para contactarlo (opcional)]*

*I:\project\17400\17428a\planning\task 4 - memos\task 4.13 revised memorandum 6\appx c\_public event feedback form.docx*

**Thank you for your comments!** Please leave this completed comment form with one of the project team members before you leave the meeting.





## Appendix 7. Mobility Impact Assessment

## MEMORANDUM

Date: May 22, 2019

Project #: 21418

To: Li Alligood, Otak

From: Nick Gross and Susan Wright, PE

Project: Keizer Revitalization Plan

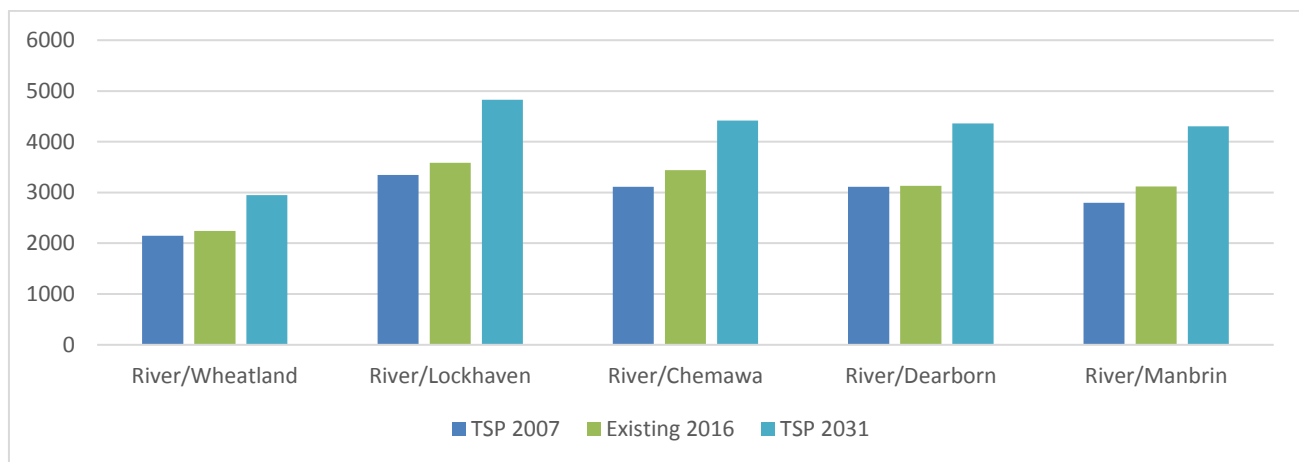
Subject: Memorandum #7: Mobility Impact Assessment

This memorandum describes the potential transportation impacts of the proposed Keizer Revitalization Plan zoning changes and code amendments based on the City of Keizer's 2031 Transportation System Plan (TSP). The TSP forecast year 2031 volumes at five study area intersections were compared to 1) the Salem-Keizer Area Transportation Study (SKATS) 2035 travel demand forecasting model and 2) the 2035 Proposed scenario travel demand model that is representative of the proposed zoning changes associated with the Keizer Revitalization Plan (Plan). Based on the model volume comparison, the impacts of the proposed changes were found to be less than significant as defined by the Oregon Administrative Rules Section 660-012-0060.

### Traffic Data Comparison –Total Entering Volume (TEV)

Traffic data was collected at several intersections along River Road within the Plan study area in April 2016. The City's TSP includes traffic data at the same intersections under 2007 baseline traffic conditions and 2031 forecast no-build traffic conditions. A comparison of TEV between TSP baseline conditions (2007), existing conditions (2016), and TSP forecast no-build conditions (2031) is illustrated in Exhibit 1.

#### Exhibit 1: Total Entering Volume (TEV) Comparison



*Appendix "A" includes the TSP 2031 SKATS Population and Employment Forecasts.*

As illustrated in Exhibit 1, the River Road/Chemawa Road and River Road/Lockhaven Drive intersections have experienced low to moderate growth whereas the River Road/Wheatland Road and River Road/Dearborn Avenue intersections have experienced low to no growth over the nine-year period. The TSP baseline condition (2007) TEV was compared to the existing condition (2016) TEV to achieve a nine-year and annual growth linear percentage for each of the Plan study intersections. Table 1 illustrates each intersection's nine-year and annual growth percentage based on a comparison of TSP baseline condition (2007) and existing condition (2016) TEV.

**Table 1: Intersection Peak Hour Traffic Volume Comparison**

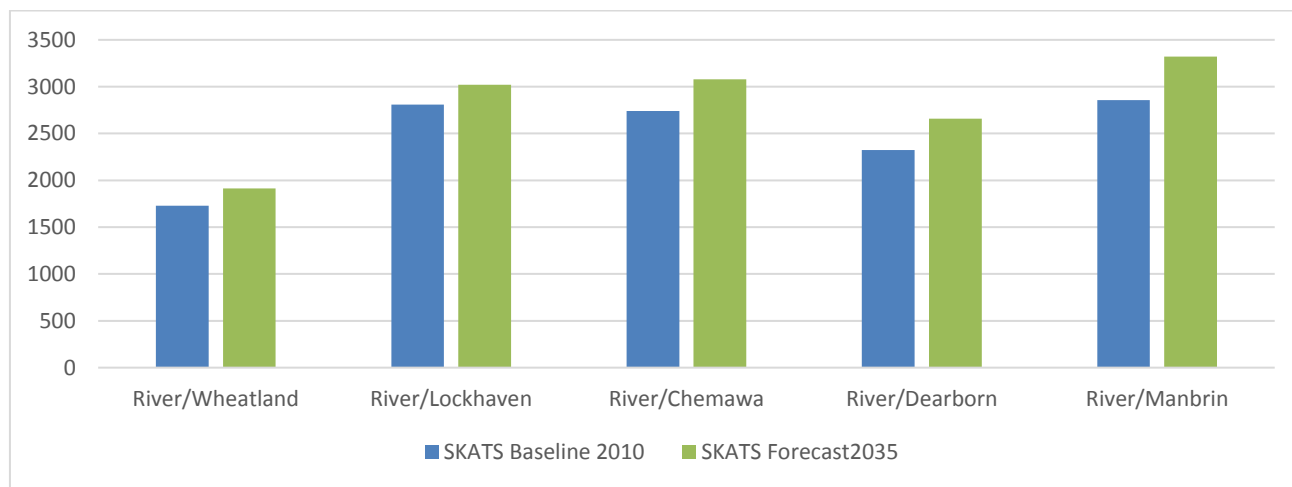
Intersection	2007 TEV	2016 TEV	TEV Annual Growth %
River Road/Wheatland Road	2,145	2,245	0.5%
River Road/Lockhaven Drive	3,345	3,585	0.8%
River Road/Chemawa Road	3,115	3,440	1.1%
River Road/Dearborn Avenue	3,110	3,130	0.1%

Total Entering Volume (TEV)

### SKATS Travel Demand Model Baseline Conditions (2010) and Future Conditions (2035)

SKATS is the designated Metropolitan Planning Organization (MPO) for the Salem-Keizer area. The SKATS MPO operates under the direction of the Mid-Willamette Valley Council of Governments (MWVCOG) staff and participates in all the planning studies undertaken in the area that are regional in nature. SKATS maintains the regional travel demand model to assist policymakers in making informed decisions regarding future transportation needs. The SKATS travel demand forecasting model provides link volumes for baseline year 2010 traffic conditions and forecast year 2035 traffic conditions. Exhibit 2 illustrates the TEV for the SKATS baseline conditions (2010) and forecast condition (2035) near the study intersections.

**Exhibit 2: SKATS Travel Demand Forecasting Model Peak Hour Total Entering Volume (TEV)**



As shown in Exhibit 2, baseline volumes are consistently lower than projected future year 2035 volumes.

## SKATS Travel Demand Model Proposed Scenario Conditions (2035)

A travel demand forecasting model run was requested for the proposed scenario through the MWVCOG. The proposed scenario assumed increases to household and employment based on the higher density up-zoning described as part of the Plan. In order to accommodate increases in projected household types, higher densities of multifamily units were assumed<sup>1</sup>. Table 2 summarizes the comparison of baseline household and employment to the proposed scenario household and employment by transportation analysis zone (TAZ). Figure 1 illustrates the locations of TAZs within the study area.

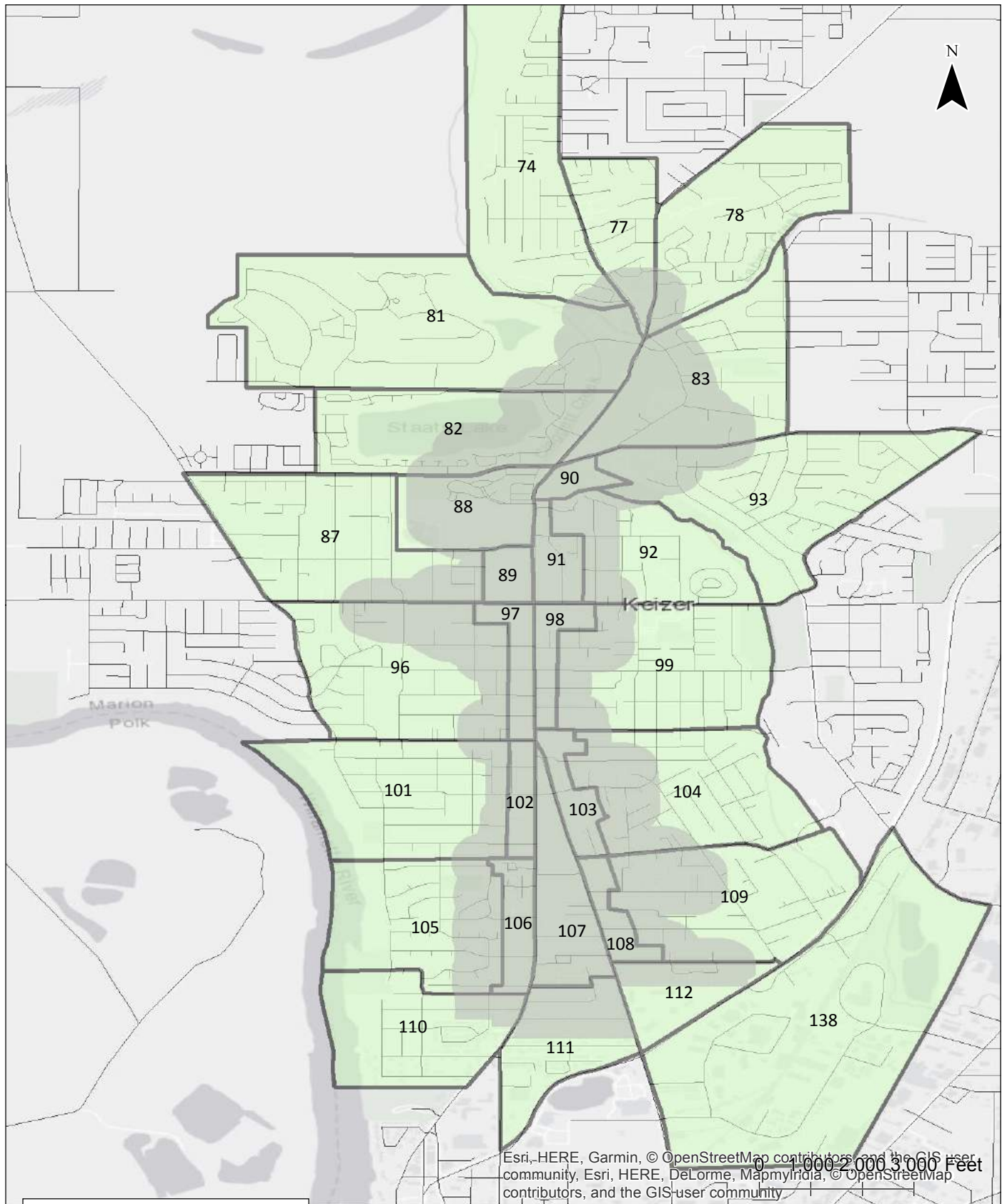
**Table 2: SKATS Proposed Scenario Future Condition Assumptions by TAZ**

TAZ	2035 Household Base	2035 Household Proposed Scenario	Difference in 2035 Household Proposed Scenario	2035 Employment Base	2035 Employment Proposed Scenario	Difference in 2035 Employment Proposed Scenario
74	834	1196	362	138	276	138
77	331	331	0	N/A <sup>2</sup>	N/A <sup>2</sup>	N/A <sup>2</sup>
78	973	1766	793	102	204	102
81	649	1141	492	146	366	220
82	327	544	217	293	652	359
83	812	1204	392	99	615	516
87	705	987	282	42	84	42
88	254	227	-27	331	663	332
89	47	80	33	132	280	148
90	64	66	2	105	234	129
91	3	6	3	211	494	283
92	483	471	-12	109	230	121
93	668	1225	557	42	91	49
96	716	1230	514	66	145	79
97	67	87	20	219	518	299
98	42	105	63	382	825	443
99	541	966	425	111	232	121
101	424	770	346	56	112	56
102	124	124	0	111	226	115
103	161	232	71	157	496	339
104	653	1039	386	149	301	152
105	393	680	287	N/A <sup>2</sup>	N/A <sup>2</sup>	N/A <sup>2</sup>
106	252	282	30	262	579	317
107	238	394	156	567	1268	701
108	123	161	38	93	305	212
109	827	1106	279	145	306	161
110	335	360	25	58	116	58
111	522	461	-61	N/A <sup>2</sup>	N/A <sup>2</sup>	N/A <sup>2</sup>
112	130	138	8	350	753	403
138	21	21	0	N/A <sup>2</sup>	N/A <sup>2</sup>	N/A <sup>2</sup>

<sup>1</sup> Increases in households assumed an 85/15 split of multifamily/single-family dwellings, respectively.

<sup>2</sup> Employment less than 25 has been redacted per Oregon Employment Department (OED) agreement.

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**Study Area TAZs  
Keizer, Oregon**

**Figure  
1**

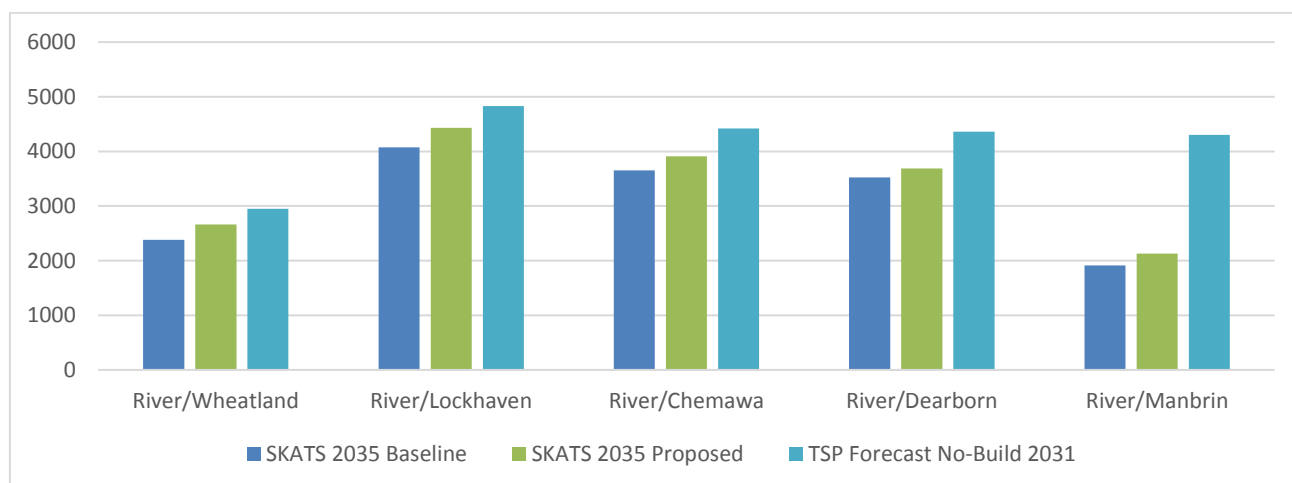


## National Cooperative Highway Research Program Report 255

Forecast intersection TEVs were prepared using procedures outlined in the National Cooperative Highway Research Program (NCHRP) Report 255 for developing intersection turn movement volumes. As described previously and illustrated in Exhibit 2, the SKATS travel demand forecasting model provides base year 2010 and forecast year 2035 traffic volume projections that reflect anticipated land use changes and planned transportation improvements within the study area. The increases in household and employment by TAZ, summarized in Table 2 were shared with MWVCOG staff to produce a travel demand forecast model for the proposed scenario. The 2035 Proposed scenario forecast traffic volumes were developed by applying the post-processing methodology presented in the NCHRP Report 255 *Highway Traffic Data for Urbanized Area Project Planning and Design*, in conjunction with engineering judgment and knowledge of the study area<sup>3</sup>.

Exhibit 3 illustrates the TEV comparison of TSP forecast no-build 2031 traffic volumes, SKATS 2035 Baseline traffic volumes, and SKATS 2035 Proposed scenario traffic volumes reflective of the increase of household and employment as part of the Plan.

### Exhibit 3: Forecast Peak Hour Total Entering Volume (TEV) Comparison



As illustrated in Exhibit 3, the SKATS 2035 Proposed scenario projects higher traffic volumes than the SKATS 2035 Baseline (reflecting the increased trips associated with the rezone); however, both the 2035 Baseline and 2035 Proposed scenarios result in lower study intersection volumes than were assumed in the TSP forecast no-build 2031 for the same locations. Given the long-term transportation system performance was satisfied in the TSP with higher intersection traffic volumes, it is reasonable to conclude that the proposed revitalization plan trips can be accommodated when the resultant 2035 intersection volumes will be lower than those in the TSP.

<sup>3</sup> Post-processed volumes were developed based on 2010 existing volumes developed by averaging 2007 counts from the TSP and counts collected in 2016 to create a consistent 2010 traffic condition baseline to the SKATS baseline model.

## SKATS 2031 and 2035 Travel Demand Model Comparison

As described previously, the SKATS transportation planning model was used to develop the 2031 weekday PM peak hour forest traffic volumes utilized as the horizon year as part of the City of Keizer Transportation System Plan<sup>4</sup>. The travel forecasting model assigns future traffic to the transportation system based on the level of household and employment growth in each TAZ. As part of the Keizer Revitalization Plan, a quantitative review of the household and employment by TAZ was conducted between the Future Year 2031 TSP volumes and the 2035 Baseline volumes. The following summarizes the key changes in study area TAZ assumptions.

- Households increased by approximately 1,557 between 2031 TSP and 2035 Baseline.
  - Notable increases include TAZ 78 ~315 and TAZ 83~181
- Employment decreased by approximately 1,689 between 2031 TSP and 2035 Baseline.
  - Notable decreases include TAZ 112 ~-459, TAZ 111 ~-299, and TAZ 83~-212

Aside from the fact that both model years reflect different population/employment/household forecasts – the 2035 model contains updated projects as found in the 2015 version of the 2035 Regional Transportation System Plan (RTSP) update.

In summary, key differences between 2031 and 2035 models includes model refinements, network coding error corrections, and the change in external growth rate calculation methodology are the main factors for the reduction in demand between 2031 and 2035. This reduction in demand overall is less than 5% across the entire SKATS model area. A historical background of the key differences between the 2031 and 2035 SKATS travel demand model provided by MWVCOG staff is included in Appendix B.

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<sup>4</sup> City of Keizer Transportation System Plan. April 2009.

## Summary of Applicable Oregon Administrative Rule Criteria

OAR Section 660-12-0060 of the TPR sets forth the relative criteria for evaluating plan and land use regulation amendments. Table 3 summarizes the criteria in Section 660-012-0060 and the applicability to the proposed zoning designation change application.

**Table 3. Summary of Criteria in OAR 660-012-0060**

Section	Criteria	Applicable?
1	Describes how to determine if a proposed land use action results in a significant effect.	Yes
2	Describes measures for complying with Criteria #1 where a significant effect is determined.	No
3	Describes measures for complying with Criteria #1 and #2 without assuring that the allowed land uses are consistent with the function, capacity and performance standards of the facility.	No
4	Determinations under Criteria #1, #2, and #3 are coordinated with other local agencies.	Yes
5	Indicates that the presence of a transportation facility shall not be the basis for an exception to allow development on rural lands.	No
6	Indicates that local agencies should credit developments that provide a reduction in trips.	No
7	Outlines requirements for a local street plan, access management plan, or future street plan.	No
8	Defines a mixed-use, pedestrian-friendly neighborhood.	No
9	A significant effect may not occur if the rezone is identified on the City's Comprehensive Plan and assumed in the adopted Transportation System Plan.	No
10	Agencies may consider measures other than vehicular capacity if within an identified multimodal mixed-use area (MMA).	No
11	Allows agencies to override the finding of a significant effect if the application meets the balancing test.	No

As shown in Table 3, there are eleven criteria that apply to Plan and Land Use Regulation Amendments. Of these, only Criteria #1 and #4 are applicable to the proposed land use action. This criteria is provided below in italics with our response shown in standard font.

*OAR 660-12-0060(1) If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:*

*(a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);*

*(b) Change standards implementing a functional classification system; or*

*(c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic*

*generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.*

*(A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;*

*(B) Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or*

*(C) Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.*

**Response:** The proposed zoning amendments results in an increase in the overall trip generation potential of the study area on a daily and weekday PM peak hour basis. While a relatively small incremental increase in site trip generation is anticipated, the forecasted volumes associated with the 2035 proposed scenario are less than the 2031 TSP traffic volumes. As a result, the transportation system is capable of supporting the “reasonable worst case” development of the modified land use and zoning. Further, given the reduced volumes compared to the 2031 TSP, the proposed map amendment will not require changes to the functional classification of existing or planned transportation facilities, will not require a change to the standards implementing the comprehensive plan, and will not significantly affect a transportation facility.

*OAR 660-12-0060 (4) Determinations under sections (1)–(3) of this rule shall be coordinated with affected transportation facility and service providers and other affected local governments.*

*(a) In determining whether an amendment has a significant effect on an existing or planned transportation facility under subsection (1)(c) of this rule, local governments shall rely on existing transportation facilities and services and on the planned transportation facilities, improvements and services set forth in subsections (b) and (c) below.*

*(b) Outside of interstate interchange areas, the following are considered planned facilities, improvements and services:*

*(A) Transportation facilities, improvements or services that are funded for construction or implementation in the Statewide Transportation Improvement Program or a locally or regionally adopted transportation improvement program or capital improvement plan or program of a transportation service provider.*

*(B) Transportation facilities, improvements or services that are authorized in a local transportation system plan and for which a funding plan or mechanism is in place or approved. These include, but are not limited to, transportation facilities, improvements or services for which: transportation systems development charge revenues are being collected; a local improvement district or reimbursement district has been established or will be established prior to development; a*

*development agreement has been adopted; or conditions of approval to fund the improvement have been adopted.*

*(C) Transportation facilities, improvements or services in a metropolitan planning organization (MPO) area that are part of the area's federally-approved, financially constrained regional transportation system plan.*

*(D) Improvements to state highways that are included as planned improvements in a regional or local transportation system plan or comprehensive plan when ODOT provides a written statement that the improvements are reasonably likely to be provided by the end of the planning period.*

*(E) Improvements to regional and local roads, streets or other transportation facilities or services that are included as planned improvements in a regional or local transportation system plan or comprehensive plan when the local government(s) or transportation service provider(s) responsible for the facility, improvement or service provides a written statement that the facility, improvement or service is reasonably likely to be provided by the end of the planning period.*

*(c) Within interstate interchange areas, the improvements included in (b)(A)–(C) are considered planned facilities, improvements and services, except where:*

*(A) ODOT provides a written statement that the proposed funding and timing of mitigation measures are sufficient to avoid a significant adverse impact on the Interstate Highway system, then local governments may also rely on the improvements identified in paragraphs (b)(D) and (E) of this section; or*

*(B) There is an adopted interchange area management plan, then local governments may also rely on the improvements identified in that plan and which are also identified in paragraphs (b)(D) and (E) of this section.*

*(d) As used in this section and section (3):*

*(A) Planned interchange means new interchanges and relocation of existing interchanges that are authorized in an adopted transportation system plan or comprehensive plan;*

*(B) Interstate highway means Interstates 5, 82, 84, 105, 205 and 405; and*

*(C) Interstate interchange area means:*

*(i) Property within one-quarter mile of the ramp terminal intersection of an existing or planned interchange on an Interstate Highway; or*

*(ii) The interchange area as defined in the Interchange Area Management Plan adopted as an amendment to the Oregon Highway Plan.*

*(e) For purposes of this section, a written statement provided pursuant to paragraphs (b)(D), (b)(E) or (c)(A) provided by ODOT, a local government or transportation facility*

*provider, as appropriate, shall be conclusive in determining whether a transportation facility, improvement or service is a planned transportation facility, improvement or service. In the absence of a written statement, a local government can only rely upon planned transportation facilities, improvements and services identified in paragraphs (b)(A)-(C) to determine whether there is a significant effect that requires application of the remedies in section (2).*

**Response:** The TPR analysis for this project has been coordinated with the City of Keizer and ODOT. As discussed in the year 2035 modeling section of this report, assumed transportation improvements are based on projects identified in Keizer's 2007 Transportation System Plan (TSP).

### Alternative TPR Finding

Alternatively, the City could find that it is not required to determine significant effect under OAR 660-012-0060(1). If the City treats this application as a zoning map amendment, then the revitalization plan could be found exempt from that analysis under OAR 660-012-0060(9):

*"(9) Notwithstanding section (1) of this rule, a local government may find that an amendment to a zoning map does not significantly affect an existing or planned transportation facility if all of the following requirements are met.*

*(a) The proposed zoning is consistent with the existing comprehensive plan map designation and the amendment does not change the comprehensive plan map;*

*(b) The local government has an acknowledged TSP and the proposed zoning is consistent with the TSP; and*

*(c) The area subject to the zoning map amendment was not exempted from this rule at the time of an urban growth boundary amendment as permitted in OAR 660-024-0020(1)(d), or the area was exempted from this rule but the local government has a subsequently acknowledged TSP amendment that accounted for urbanization of the area."*

The City could find that OAR 660-012-0060(9) is satisfied based on 1) the proposed zoning map designation is consistent with the Comprehensive Plan and 2) the City has an acknowledged TSP.





Appendix A TSP 2031 SKATS  
Population and Employment  
Forecast for the City of Keizer

**Table 1 SKATS Population and Employment Forecasts for the City of Keizer**

TAZ	2005		2031		Growth 2005-2031	
	Total Employment	HH	Total Employment	HH	Total Employment	HH
70	32	83	33	103	1	20
72	83	781	97	974	14	193
74	142	628	155	693	13	65
75	67	776	73	861	6	85
77	26	303	26	304	0	1
78	11	549	21	658	10	109
80	63	225	63	229	0	4
81	188	528	188	529	0	1
82	202	310	392	308	190	-2
83	116	257	311	631	195	374
84	170	403	174	450	4	47
85	17	409	278	431	261	22
86	44	19	2359	19	2315	0
87	10	542	14	604	4	62
88	*	144	165	143	*	-1
89	262	29	262	37	0	8
90	187	57	187	56	0	-1
91	351	0	375	0	24	0
92	10	371	13	419	3	48
93	87	606	140	639	53	33
94	23	376	349	600	326	224
95	69	540	69	538	0	-2
96	55	552	57	599	2	47
97	268	70	348	72	80	2
98	360	35	381	36	21	1
99	88	467	129	490	41	23
100	106	592	109	638	3	46
101	37	369	39	402	2	33
102	127	101	127	103	0	2
103	173	120	179	133	6	13
104	17	565	17	596	0	31
105	12	360	12	361	0	1
106	303	246	372	245	69	-1
107	596	210	667	217	71	7
108	55	82	128	120	73	38
109	137	640	233	805	96	165
110	73	311	121	313	48	2
111	*	485	310	517	*	32
112	502	113	809	113	307	0

Note: HH = households, Total Emp. = Total Employment

\* These zones do not display the 2005 Employment estimates due to State regulations covering the confidentiality of data. The regulations state that areas that either have less than three employers or that have one employer representing 80 percent of the aggregation total, may not be displayed on public maps or tables.

## Appendix B SKATS 2031 v. 2035 Model Comparison

# 2031 v. 2035 Model Comparison

This summarizes the differences between the 2031 and 2035 SKATS travel demand models. Aside from the fact that both model years reflect different population/employment/household forecasts – the 2035 model contains updated projects as found in the 2015 version of the 2035 RTSP update.

## Historical Background of Both Models

### 2031 Model

There are two versions of the 2031 model.

**Version 1:** This version of 2031 was built before PTV made updates to the 2005 base year model and was developed using old modeling procedures and network coding based primarily off of an EMME/2 network.

**Version 2:** This version uses an PTV-developed 2005 base year model as the framework and uses JEMnR code calibrated and validated by PTV in 2010. The household data, grouped by household-income-age (HIA), and associated population and employment forecasts reflect the forecast for 2031.

### 2035 Model

The 2035 model network was developed “from scratch” using the 2009 model as a base. It runs using updated 2035 HIA marginals associated with population and employment forecasts using 2010 as the base year.

This model also includes several network coding error corrections (found in 2031), refinements and calibration efforts as part of an update from the 2009 base year to a 2010 base year.

Notably, 2035 uses Akcelik volume-delay functions (2005/2031 used Conical VDF), in addition to refinements to the transit component of the model.

### A note about External Trips

In 2014, as part of the review process of the 2031 and 2035 models for work with the Salem River Crossing Project, SKATS staff collaborated with transportation peers at ODOT to develop new external growth rates for each of the external stations.

This was done because staff noted a significant reduction in demand on the bridges between 2031 and 2035, and there needed to be justification for why this was the case.

It was observed that the primary cause in the reduction was the differences in external trips produced.

Prior to 2014, the external trips were calculated using the same external processes developed for the 2005 SKATS model by PTV. This external trip process used a compounding growth method for calculating trips. The external growth rates also reflected negative growth in many of the stations, and this was the direct result of the change in ADT volume in 2010 due to the economic downturn.

The 2031 model used 2000 ADT station data to forecast rates and future year ADT volumes.

As a result, in 2014, SKATS adopted a linear-growth rate method to supplant the existing compound-growth rate method.

This linear-growth rate is a hybrid growth rate that is the equivalent of the aggregated average of 10-year and 20-year Oregon Economic Analysis/Portland Research Center population growth rates with 20-year traffic growth rates for each external station in the model area.

The new growth rates still reflect an overall reduction of demand, although not as drastic as previously observed.

## **Summary**

In summary, model refinements, network coding error corrections, and the change in external growth rate calculation methodology are the main factors for the reduction in demand between 2031 and 2035. This reduction in demand overall is less than 5% across the entire SKATS model area.





## Appendix 8. Multimodal Transportation Assessment

## MEMORANDUM

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Date: March 6, 2019

Project #: 21418

To: Glen Bolen, Otak

From: Nick Gross and Susan Wright, PE

Project: Keizer Revitalization Plan

Subject: Multimodal Transportation Assessment

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### MULTIMODAL TRANSPORTATION ASSESSMENT

A multimodal transportation assessment was conducted for the year 2040 based on existing and currently planned facilities identified in the City's 2014 Transportation System Plan (TSP). The purpose of the multimodal transportation assessment is to identify segments of River Road as well as parallel, alternative routes that could be enhanced to create a low stress, more comfortable, north-south parallel connection(s) to River Road; most notably for bicyclists. A Qualitative Multimodal Assessment was conducted per the Oregon Department of Transportation (ODOT) Analysis Procedures Manual (APM) for pedestrian, bicycle, and transit facilities along River Road. A detailed Bicycle Level of Traffic Stress (BLTS) analysis was conducted along River Road as well as the adjacent existing and currently planned bicycle facilities identified in the 2014 TSP to identify parallel, alternative routes for bicyclists.

#### Qualitative Multimodal Assessment

The ODOT APM provides a methodology for evaluating bicycle, pedestrian, and transit facilities within urban and rural environments called Qualitative Multimodal Assessment (QMA). As applied by ODOT, this methodology uses four types context-based subjective ratings of *Excellent, Good, Fair, and Poor*. The QMA is based on outside travel lane width, bicycle lane/shoulder width, presence of buffers (landscaped or other), sidewalk/path presence, lighting, travel lanes and speed of motorized traffic.

The qualitative multimodal assessment was conducted for River Road and separated into two segments based on the varying character and facilities provided. These segments include:

- Segment 1: River Road – Northern Study Area Limits to Chemawa Road
- Segment 2: River Road – Chemawa Road to Southern Study Area Limits

### ***Segment 1: River Road Northern Study Area Limits to Chemawa Road***

Within Segment 1, River Road has a curb-to-curb cross section width of approximately 70-feet consisting of four 12-foot travel lanes and a 12-foot two-way center turn lane. Continuous five-foot bike lanes are provided on both sides of the roadway and are positioned on the inside of the right-turn lanes at intersection approaches where appropriate. Bike lanes are appropriately striped with bicycle stencils placed approximately 750-feet apart or at the far side of the intersection where bike lanes begin.

Sidewalks are provided on both sides of River Road and are continuous throughout Segment 1. Sidewalk conditions appear to be in fair-to-good condition and free from any impediments such as fire hydrants, utility poles, and mail boxes. Pedestrian ramps at the majority of intersections do not appear to meet American's with Disabilities Act (ADA) compliance based on ramp grades, ramp lips, and lack of tactile warning pads. Several pedestrian ramps appear to have been recently upgraded to include pedestrian push buttons, ADA compliant ramps, and tactile warning pads. These locations include:

- *River Road/Wheatland Road (western intersection corners)*
- *River Road/Claggett Street (western intersection corners)*
- *River Road/Lockhaven Drive*
- *River Road/Chemawa Road (southern intersection corners)*

Transit service in Keizer is provided by Cherriots. Along River Road, Cherriots operates Route 9: Cherry / River Road with seven stops within Segment 1 as well as Route 19: Broadway/River Road. The transit stops are located at the following intersections:

- River Road/Northrup Court
- River Road/Hidden Creek
- River Road/Manzanita Street
- River Road/Lockhaven Drive
- River Road/Keizer Creekside Shopping
- River Road/Claggett Street
- River Road/Chemawa Road

The majority of the transit stops are recognizable by a Bus Stop sign; however, in many instances, the sign lacks visibility and may be obstructed by vegetation making it difficult to find for persons unfamiliar with the Cherriots designated bus stops. No designated bus stops are provided along River Road forcing buses to pull into the bike lane; when available, to board and alight passengers from the vehicle.



## Segment 2: Chemawa Road to Southern Study Area Limits

Within Segment 2, River Road has a curb-to-curb width of approximately 61-feet consisting of two 13-foot travel lanes, two 11.5-foot travel lanes, and one 12-foot two-way center turn lane. No bike lanes are provided within Segment 2. Sidewalks are provided along both sides of the roadway and are separated by landscaping stripes within certain segments. Landscaping strips can decrease the level of stress experienced by a person walking along a roadway by provided additional buffering space between the vehicular lane and sidewalk. Sidewalk conditions appear to be in fair-to-good condition and free from any impediments such as fire hydrants, utility poles, and mail boxes. Similar to Segment 1, the majority of intersection do not appear to meet ADA compliance due to the lack of tactile warning pads, non-compliant ramp grades, and ramp lips<sup>1</sup>. The following pedestrian ramps appear to meet ADA compliance<sup>2</sup>:

- River Road/Dearborn Avenue (southwest corner)
- River Road/Linda Avenue
- River Road/Evans Avenue
- River Road/Maine Avenue (southeast corner)
- River Road/Juedes Avenue (southwest corner)
- River Road/Sunset Avenue (western corners)
- River Road/Hollyhock Place (western corners)

Several transit stops are located within Segment 2, and are located at the following locations:

- River Road/Dearborn Avenue
- River Road/Cummings Lane
- River Road/Manbrin Drive
- River Road/Sunset Avenue
- River Road/Homewood Court
- River Road/Bever Drive
- River Road/Apple Blossom Avenue

The results of the qualitative multimodal analysis for Segment 1 and Segment 2 of River Road are illustrated in Table 1. A detailed analysis of bicycle facilities along River Road as well as parallel routes is included in the following section.

**Table 1: River Road (Segment 1 and 2) Qualitative Multimodal Assessment**

Segment	Pedestrian	Bicycle	Transit
Segment 1: River Road Northern Study Area Limits to Chemawa Road	Fair	Fair	Fair
Segment 2: Chemawa Road to Southern Study Area Limits	Fair	Poor	Fair

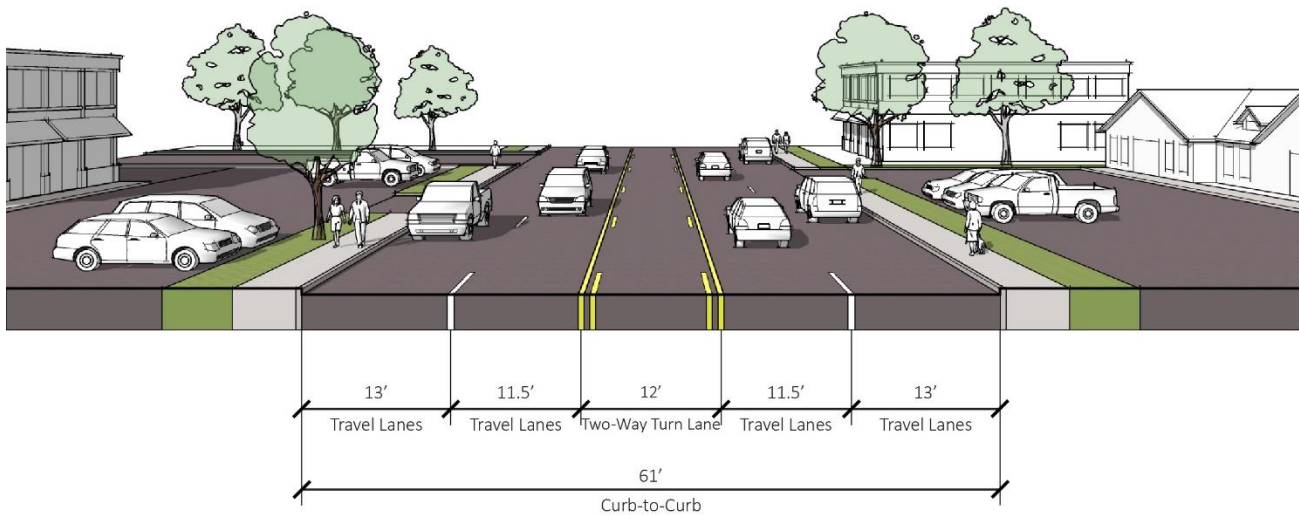
<sup>1</sup> An inspection should be conducted following the methodologies developed by ODOT to determine the functional condition of the existing pedestrian ramps.

<sup>2</sup> All pedestrian ramps on River Road south of Chemawa Road are planned to be upgraded to ensure ADA compliance in the summer of 2019.

### Chemawa Road to Southern Study Area Limits – Cross Section Alternatives

As shown in Table 1, Segment 2: Chemawa Road to Southern Study Area Limits ranked “poor” for the bicycle QMA assessment. This is mainly due to the lack of bicycle facilities provided within the curb-to-curb cross section. North of Chemawa Road (Segment 1), River Road has an increased curb-to-curb width of 10-feet compared to the segment of River Road south of Chemawa Road. The increased 10-feet allows for 5-foot bicycle lanes in both directions. In order to accommodate people biking on River Road between Chemawa Road to Southern Study Area Limits (Segment 2), several **conceptual** cross section alternatives were developed and are illustrated below:

#### Exhibit 1: Existing River Road (Chemawa Road to Southern Study Area Limits)



As described previously and as illustrated in Exhibit 1, the existing curb-to-curb cross section width of River Road is approximately 61-feet consisting of two 13-foot travel lanes, two 11.5-foot travel lanes and one 12-foot two-way center turn lane.

#### Exhibit 2: River Road On-Street Bike Lanes (Chemawa Road to Southern Study Area Limits)

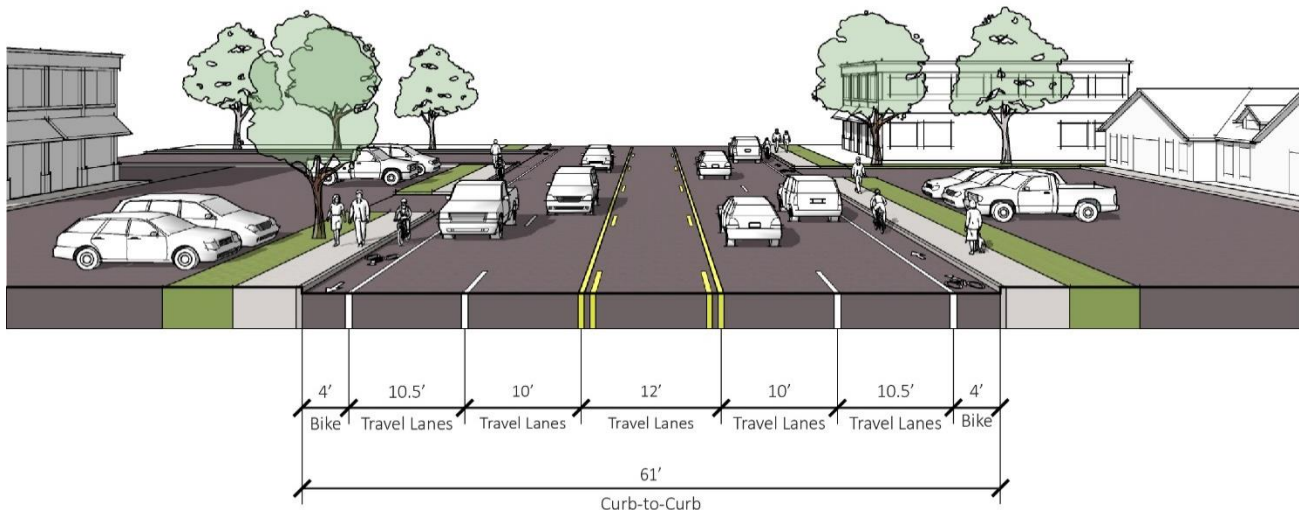




Exhibit 2 illustrates an alternative which provides on street bicycle lanes without moving the curb(s). This alternative requires the outside travel lanes to be reduced from 13-feet to approximately 10.5-feet and the inside travel lanes from 11.5 feet to approximately 10-feet while maintaining a 12-foot two-way center turn lane with four-foot bike lanes. Although this alternative accommodates bicyclists on-street, it is not preferred based on the level of traffic stress (described in detail in the following section). The city's Transportation System Plan (TSP) states, "standard bike lane widths are six feet; although five feet may be approved on a case by case basis." Providing bike lanes less than five-feet is not suitable for the majority of users and therefore, may not be utilized to their full extent possible.

### Exhibit 3: River Road Multi-Use Path (Chemawa Road to Southern Study Area Limits)

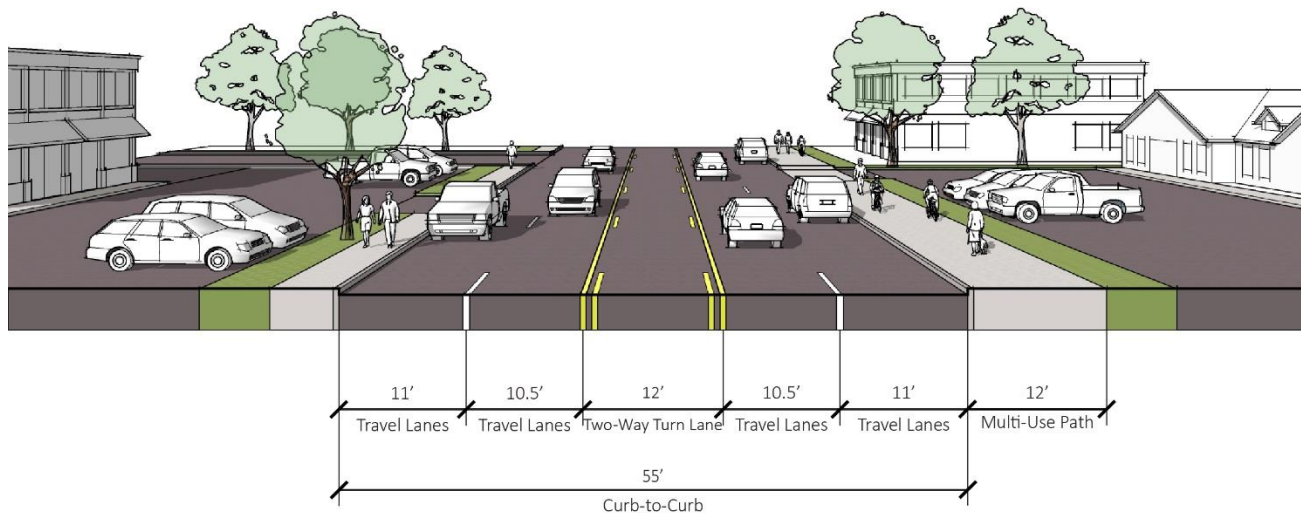


Exhibit 3 illustrates an alternative that provides a physically separated multi-use path on the east side of the River Road. This alternative requires the outside vehicular lanes to be reduced from 13-feet to approximately 11-feet and the inside travel lanes from 11.5-feet to approximately 10.5-feet ; however, it maintains the two-way center turn lane. The multi-use path alternative would provide sufficient separation between the travel lane and the non-motorized space to accommodate users of all skill levels, ages, and abilities.

### Access Consolidation through Management

Through input received during the public involvement process, the multi-use path alternative was identified as the preferred alternative; however, a concern was raised regarding right-turning vehicles conflicting with path users at driveway access points. From an operational perspective, access management measures limit the number of redundant access points along roadways. This enhances roadway capacity, improves safety, and benefits circulation.

Exhibit 4 and Exhibit 5 illustrate how driveway consolidation, shared access, and internal driveways can reduce the number of conflict points between path users and right-turning vehicles.

#### Exhibit 4: Existing Driveway Access



#### Exhibit 5: Driveway Consolidation and Shared Access



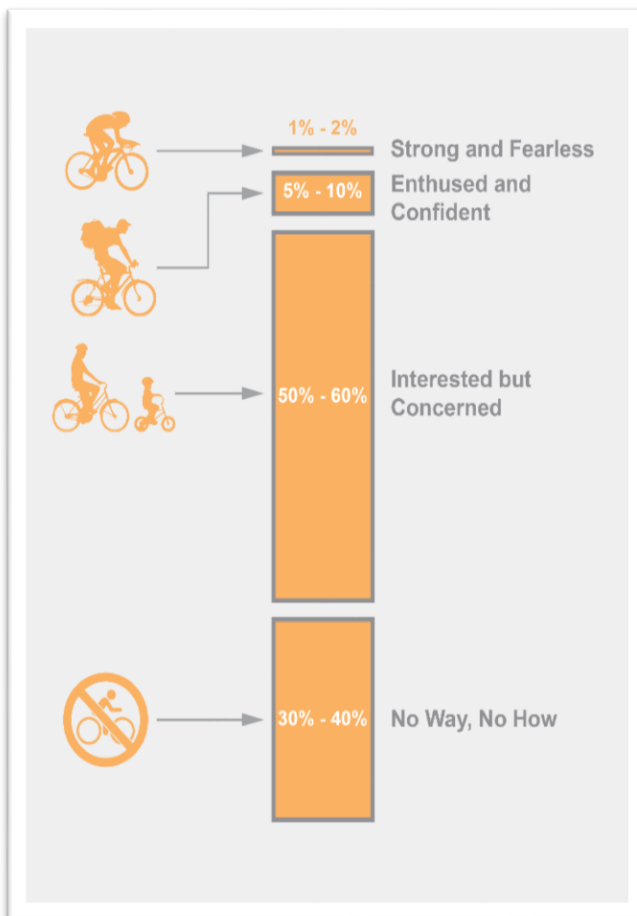
Driveway consolidation and shared access management are strategies that may be implemented in the near-term but are likely to occur over time through redevelopment. Given the near for near-term bicycle accommodations along River Road and the curb-to-curb cross section constraints, the following section of this memorandum explores opportunities to provide low-stress parallel bicycling routes to River Road. These shared lane facilities or “neighborhood greenways” require minimal infrastructure based on the low speeds and volumes of the residential streets. The objective of a neighborhood greenway is to reduce vehicular speeds, provide safer bicycling and pedestrian connections, and guide people on the route to help them get to where they are going.

## Bicycle Level of Traffic Stress Analysis

The ODOT APM provides a methodology for evaluating bicycle facilities within urban and rural environments called Bicycle Level of Traffic Stress (BLTS). As applied by ODOT, this methodology classifies four levels of traffic stress that a bicyclist can experience on the roadway, ranging from BLTS 1 (little traffic stress) to BLTS 4 (high traffic stress). A road segment that is rated BLTS 1 generally has low traffic volumes and travel speeds and is suitable for all cyclists, including children. A road segment that is rated BLTS 4 generally has high traffic volumes and travel speeds and is perceived as unsafe by most adults. Per the APM, BLTS 2 is considered a reasonable target for bicycle facilities due to its acceptability with the majority of people.

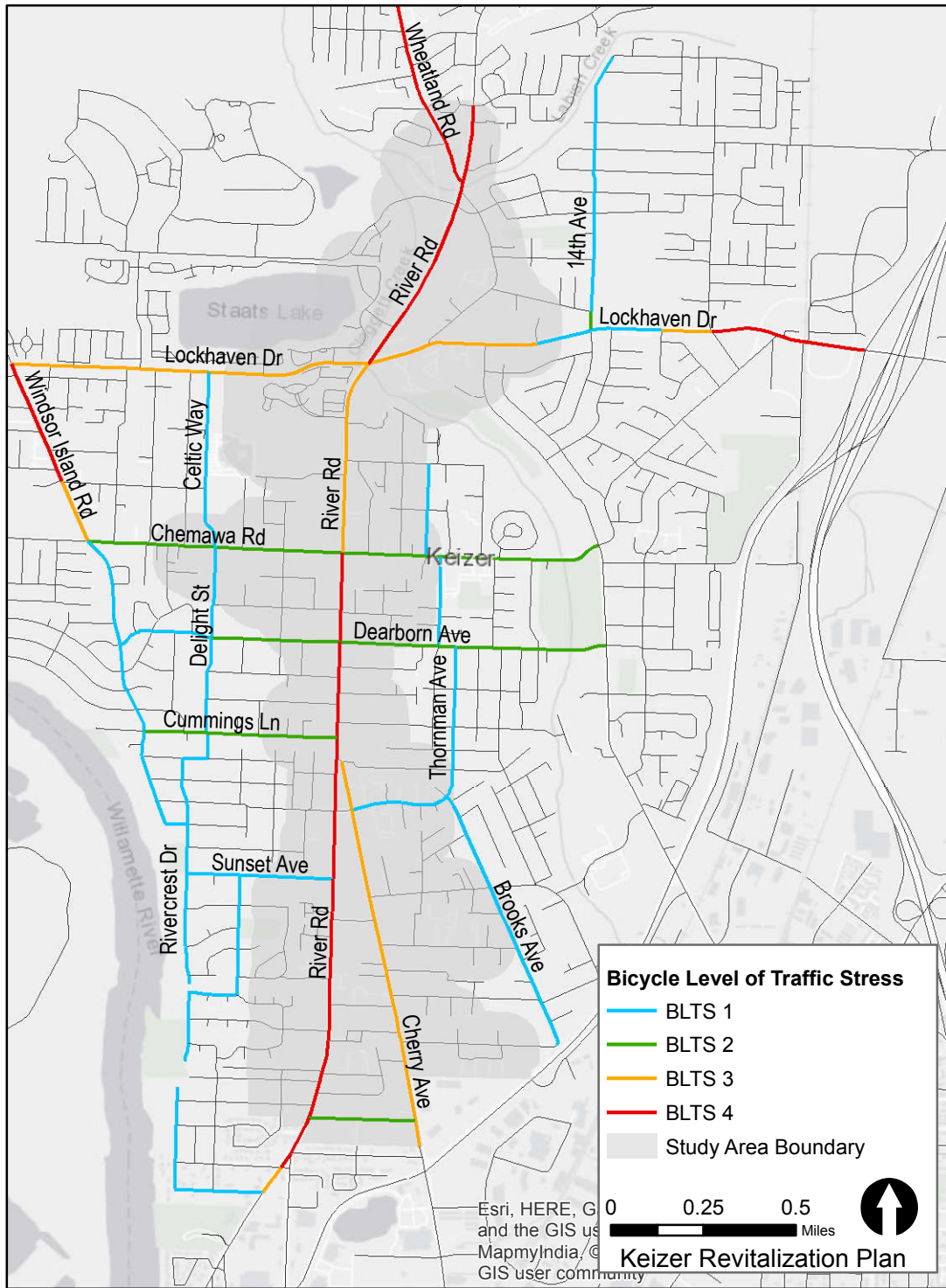
The BLTS score is determined based on the speed of the roadway, the number of travel lanes per direction, the presence and width of an on-street bike lane and/or adjacent parking lane, and several other factors such as the presence of a centerline. Figure 1 illustrates the results of the BLTS analysis for River Road and the adjacent parallel routes identified in the Keizer TSP. Table 2 summarizes the detailed results of the BLTS analysis. As shown in Figure 1, there 7 segments rated BLTS 3 and 10 segments rated BLTS 4 within the adjacent parallel routes identified in the Keizer TSP.

### Four Types of Bicyclists



The tendencies of the general population to choose the bicycle as a mode of transportation can be broken into four overall groups. The smallest group, "Strong and Fearless" represents people who will bicyclist in any conditions, independent from the facility present. The second group, the "Enthusied and Confident" represents advance cyclists who are condition on the majority of roads but will avoid stressful corridors with high volumes and high speeds of motor vehicles when possible. The third group, the "Interested but Concerned" represents the largest portion of the population and would ride if roadway conditions were perceived to be safe; the majority of the time, this group will not choose to bicycle as a mode of transportation. The fourth group, "No Way, No How" simply will not bicycle under any circumstances. Based on the BLTS analysis, solutions will target the "Interested but Concerned" group of people to create the largest opportunity to increase bicycling as a mode of transportation in Keizer.





**Table 2: BLTS Analysis Results**

Street	From	To	Side	Facility Type	LTS Criteria					Bicycle LTS
					Speed (MPH)	Lanes per Direction	Bike Lane Width (feet)	Parking	Frequent Blockage	
River Road										
River Road	Northern City Limits	Meadowridge Street	Both	Bike Lane	40	1	≤ 5.5'	No	No	4
	Meadowridge Street	Wheatland Road	Both	Bike Lane	40	1	5.5' – 7'	No	No	4
	Wheatland Road	Lockhaven Drive	Both	Bike Lane	40	2	5.5' – 7'	No	No	4
	Lockhaven Drive	Chemawa Road	Both	Bike Lanes	35	2	5.5' – 7'	No	No	3
	Chemawa Road	Manbrin Drive	Both	Mixed Traffic	35	2	N/A	No	No	4
	Manbrin Drive	Southern City Limits	Both	Mixed Traffic	35	2	N/A	No	No	4
Adjacent On-Street Bicycle Facilities in Identified in 2014 TSP										
Wheatland Road	Northern City Limits	Cater Drive	Both	Bike Lane	40	1	5.5' – 7'	No	No	4
	Cater Drive	Shannon Court	Both	Bike Lane	40 <sup>2</sup>	1	5.5' – 7'	No	No	4
	Shannon Court	River Road	Both	Bike Lane	40	1	5.5' – 7'	No	No	4
Lockhaven Drive	Windsor Island Road	River Road	Both	Bike Lane	35	1	5.5' – 7'	No	No	3
	River Road	Crestwood Court	Both	Bike Lane	35	1	5.5' – 7'	No	No	3
	Crestwood Court	Klicitat Drive	Both	Bike Lane	20	1	5.5' – 7'	No	No	1
	Klicitat Drive	McLeod Lane	Both	Bike Lane	35	1	5.5' – 7'	No	No	3
	McLeod Lane	Eastern City Limits	Both	Bike Lane	35	2	5.5' – 7'	No	No	4
Chemawa Road	Windsor Island Road	River Road	Both	Bike Lane	30	1	≤ 5.5'	No	No	2
	River Road	Verda Lane	Both	Bike Lane	30	1	≤ 5.5'	No	No	2
Dearborn Avenue	Shoreline Drive	Delight Street	Both	Mixed Traffic <sup>1</sup>	20	1	N/A	No	No	1
	Delight Street	River Road	Both	Bike Lane	25	1	≤ 5.5'	No	No	2
	River Road	Verda Lane	Both	Bike Lane	25	1	≤ 5.5'	No	No	2
Cummings Lane	Shoreline Drive	River Road	Both	Bike Lane	25 <sup>2</sup>	1	≤ 5.5'	No	No	2
Cherry Avenue	Greenwood Drive	Manbrin Drive	Both	Bike Lane	35	1	≤ 5.5'	No	No	3
	Manbrin Drive	Plymouth Drive	Both	Bike Lane	35	1	≤ 5.5'	No	No	3
Plymouth Drive	River Road	Cherry Avenue	Both	Bike Lane	25	1	≤ 5.5'	No	No	2
Clear Lake Road	Wheatland Road	River Road	Both	Mixed Traffic <sup>1</sup>	40	1	N/A	Yes	No	4
Oneil Road	Clear Lake Road	River Road	Both	Mixed Traffic <sup>1</sup>	20	1	N/A	Yes	No	1
Bair Road	Broken Top Avenue	Oneil Road	Both	Mixed Traffic <sup>1</sup>	20	1	N/A	Yes	No	1

Park Meadow Drive	Wheatland Road	River Road	Both	Mixed Traffic <sup>1</sup>	20	1	N/A	Yes	No	1
Windsor Island	Lockhaven Drive	Orchard Street	Both	Mixed Traffic	35	1	N/A	No	No	4
	Orchard Street	Chemawa Road	Both	Mixed Traffic	30	1	N/A	No	No	3
Shoreline Drive	Chemawa Road	Wayne Drive	Both	Mixed Traffic <sup>1</sup>	25	1	N/A	Yes	No	1
Rivercrest Drive	Menlo Drive	Wayne Drive	Both	Mixed Traffic <sup>1</sup>	25	1	N/A	Yes	No	1
	Wayne Drive	Southern City Limits	Both	Mixed Traffic <sup>1</sup>	25	1	N/A	Yes	No	1
Adjacent On-Street Bike Route Alternatives Identified in 2014 TSP										
14 <sup>th</sup> Avenue	Rock Ledge Drive	Harmony Drive	Both	Mixed Traffic <sup>1</sup>	25	1	N/A	Yes	No	1
	Harmony Drive	Lockhaven Drive	Both	Mixed Traffic	25	1	N/A	Yes	No	2
Celtic Way	Lockhaven Drive	Chemawa Road	Both	Mixed Traffic <sup>1</sup>	25	1	N/A	Yes	No	1
	Chemawa Road	Cummings Lane	Both	Mixed Traffic <sup>1</sup>	25	1	N/A	Yes	No	1
Sunset Avenue	Rivercrest Drive	River Road	Both	Mixed Traffic <sup>1</sup>	25	1	N/A	Yes	No	1
5 <sup>th</sup> Avenue	Sunset Avenue	Fall Creek Drive	Both	Mixed Traffic <sup>1</sup>	25	1	N/A	Yes	No	1
Fall Creek Drive	Rivercrest Drive	5 <sup>th</sup> Avenue	Both	Mixed Traffic <sup>1</sup>	25	1	N/A	Yes	No	1
Thorman Avenue	Dearborn Avenue	Brooks Avenue	Both	Mixed Traffic <sup>1</sup>	25	1	N/A	Yes	No	1
Manbrin Drive	Cherry Avenue	Brooks Avenue	Both	Mixed Traffic <sup>1</sup>	25	1	N/A	Yes	No	1
Brooks Avenue	Thorman Avenue	Candlewood Drive	Both	Mixed Traffic <sup>1</sup>	25	1	N/A	Yes	No	1
Delight Street	Chemawa Road	Menlo Drive	Both	Mixed Traffic <sup>1</sup>	25	1	N/A	Yes	No	1
Menlo Drive	Delight Street	Rivercrest Drive	Both	Mixed Traffic <sup>1</sup>	25	1	N/A	Yes	No	1
Bailey Road	Dearborn Avenue	Chemawa Road	Both	Mixed Traffic <sup>1</sup>	25	1	N/A	Yes	No	1
8 <sup>th</sup> Avenue	Chemawa Road	Claggett Street	Both	Mixed Traffic <sup>1</sup>	25	1	N/A	Yes	No	1

<sup>1</sup> Unmarked Centerline

<sup>2</sup> School Zone: Posted Speed Limit is 20 mph

Shaded cells segments that do not meet the LTS 2 target.



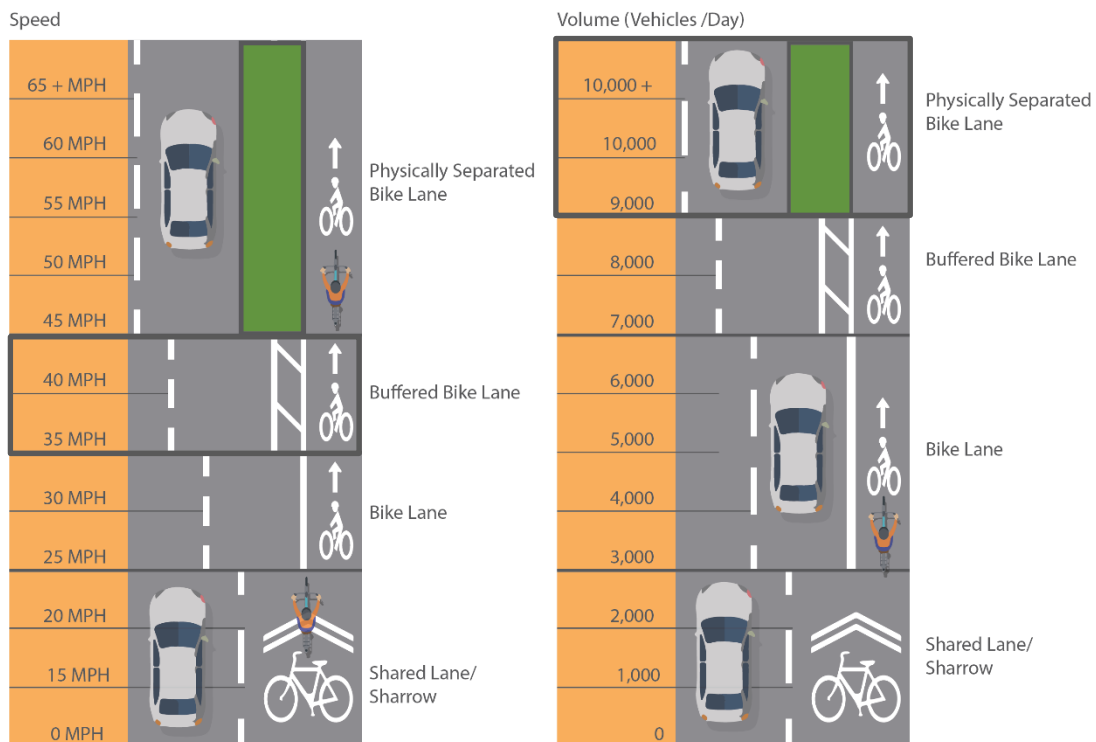
## River Road Low Stress Alternatives

As illustrated in Figure 1, the entire length of River Road within the study area is rated BLTS 3 or above. This is mainly due to the lack of bicycle facilities along River Road in addition to the posted speed limit and number of travel lanes where bicycle facilities are present. The following alternatives would achieve an acceptable BLTS rating (BLTS 2) rating for River Road if implemented.

- Maintain the posted speed limit and install a  $\geq 7$ -foot buffered bike lane in both directions along River Road
- Maintain the posted speed limit and install a physically separated multi-use path on one side of the roadway

As shown in Exhibit 3, the installation of  $\geq 7$ -foot buffered bike lanes would require the removal of the two-way center turn lane. Based on the feasibility of this alternative and the existing functional classification standards set by the 2014 Keizer TSP for an Arterial roadway, a physically separated multiuse path facility would achieve an acceptable BLTS rating while maintaining the curb-to-curb cross section character of River Road. Exhibit 5 illustrates the bicycle facility selection appropriate to achieve an acceptable BLTS rating based on vehicular speed and volume.

### Exhibit 4: Bicycle Facility Selection – Speed and Volume (Vehicles/Day)



## Low Stress Parallel Bicycle Routes

Based on the existing curb-to-curb constraints as well as the functional classification set for River Road, adjacent parallel bicycle routes were identified utilizing the Keizer 2014 TSP Bicycle Route Network Projects (Figure 5.6) as the starting point. It should be noted that the most bicyclists choose trip paths that are only 10% longer than the shorter higher-stress routes. For example, a 10% target represents a half-mile of extra travel or acceptable out-of-direction travel on a five-mile trip. Given the length of River Road (four-miles) within the study area boundary, parallel routes were generally identified within 0.4 miles of River Road.

### ***Parallel Routes West of River Road***

An opportunity exists to provide a relatively direct north-south low stress parallel bicycle route via Celtic Way, Delight Street, Menlo Drive, and Rivercrest Drive. This parallel route has a rating of BLTS 1 and is suitable for bicyclists of all ages, abilities, and skillsets. The Salem-Keizer School District has jurisdiction over Celtic Way and is responsible for operations and maintenance of the corridor between Lockhaven Drive and Chemawa Road. Coordination between the City of Keizer and the Salem-Keizer School District should be conducted to ensure approval of signing and striping associated with the recommended parallel route treatments.

### ***Parallel Routes East of River Road***

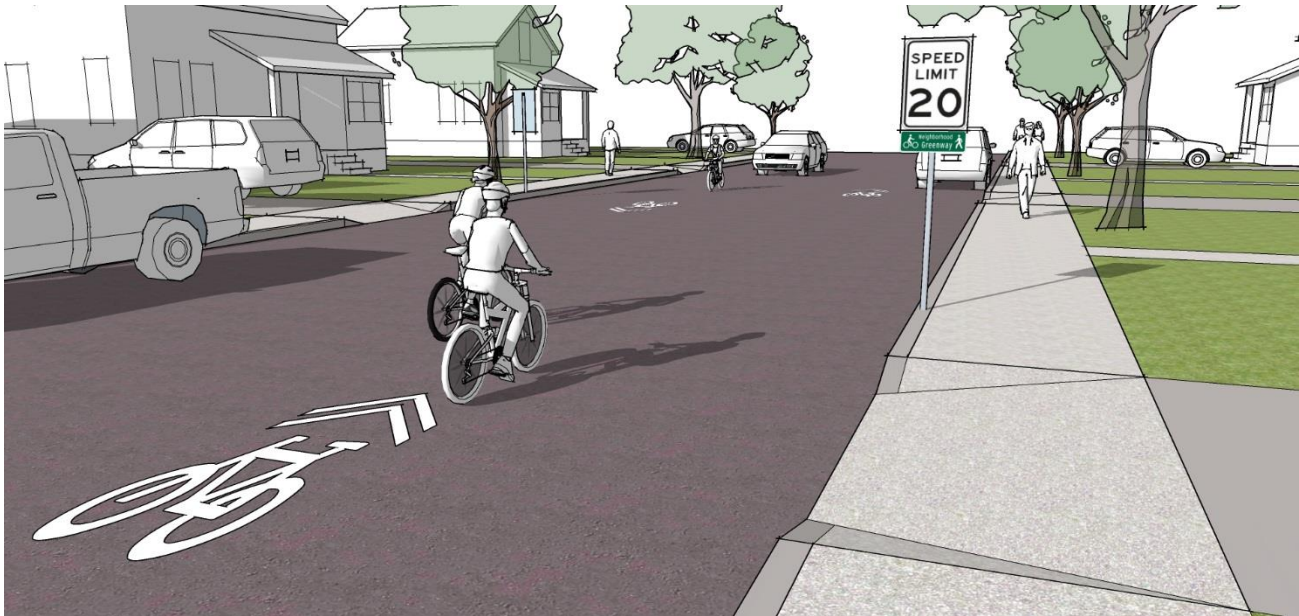
An opportunity exists to provide a parallel low stress bicycle route via Brooks Avenue, Thorman Avenue, Lawless Street, Clark Avenue, and Bailey Road. This parallel route is less direct in comparison to the parallel route west of River Road and requires two-stage turning maneuvers at Dearborn Avenue from Bailey Road to Thorman Avenue and at Chemawa Road from 8<sup>th</sup> Avenue to Bailey Road.

The following section provides guidance on traffic calming measures suitable for parallel routes, or “neighborhood greenway” facilities to help reduce vehicular speeds and neighborhood cut-through traffic while providing wayfinding signage to ensure bicyclists remain on designated low-stress parallel bicycle routes.

## Neighborhood Greenway Treatments

Neighborhood greenways are residential streets designed to prioritize the movement of people walking and biking by taking advantage of the low speed and low volume vehicular traffic. Typical best practice for neighborhood greenways is a posted speed limit of 20 miles per hour (mph) or less, with an average daily average traffic (ADT) of approximately 1,000 cars; not to exceed 2,000 cars per day.

### Exhibit 5 Shoreline Drive Neighborhood Greenway Concept



### Wayfinding

Cities like Portland, Eugene, and Corvallis are creating citywide networks of safe, traffic calmed streets where people on foot and on bike are given priority. These neighborhood greenways help improve the health, sustainability, and livability of cities. Neighborhood greenways are typically signed with a low posted speed limit (25 mph or less) and a neighborhood greenway sign alerting motorists and others traveling the roadway where they are. As navigation for people biking, shared lane markings or “sharrows” are striped to highlight the presence of bikes and remind everyone to share the road safely. Sharrows can also serve as wayfinding resources by angling the chevron arrows above the bicycle stencil to provide turn-by-turn navigation to remain on the neighborhood greenway.



Sharrow can serve as directional wayfinding navigation



## ***Traffic Calming***

Traffic calming features can help reduce vehicular speeds, restrict or reduce turning conflicts, and create roadway environments that are comfortable for all users and abilities. The following section provides an overview of several traffic calming features that could be implemented along the identified parallel routes west and east of River Road.



Flex-post serve as a traffic calming feature by temporarily reducing the vehicular lane width and restricting right-turn conflicts with bicyclists

## ***Speed Humps***

Speed humps are a common traffic calming treatment along many neighborhood greenways due to their ability to reduce vehicular speeds. Speed humps are typically spaced approximately 550-feet apart and striped with a chevron marking to indicate grade change for approaching vehicles. To mitigate the impacts on emergency vehicles, speed humps can provide cut-out sections to allow for emergency vehicles to navigate through the speed hump rather than over the top reducing the vehicular impact.

## ***Traffic Diverters***

Traffic diverters can reduce or restrict vehicular activity through the installation of medians and flex-posts spaced with sufficient widths to allow for a bicyclists to navigate while limiting the vehicular equivalent maneuver. Flex-posts can reduce the speed at which vehicles are able to execute turning movements while reducing speeds and calming traffic at intersection approaches.

## Appendix B SKATS 2031 v. 2035 Model Comparison

# 2031 v. 2035 Model Comparison

This summarizes the differences between the 2031 and 2035 SKATS travel demand models. Aside from the fact that both model years reflect different population/employment/household forecasts – the 2035 model contains updated projects as found in the 2015 version of the 2035 RTSP update.

## Historical Background of Both Models

### 2031 Model

There are two versions of the 2031 model.

**Version 1:** This version of 2031 was built before PTV made updates to the 2005 base year model and was developed using old modeling procedures and network coding based primarily off of an EMME/2 network.

**Version 2:** This version uses an PTV-developed 2005 base year model as the framework and uses JEMnR code calibrated and validated by PTV in 2010. The household data, grouped by household-income-age (HIA), and associated population and employment forecasts reflect the forecast for 2031.

### 2035 Model

The 2035 model network was developed “from scratch” using the 2009 model as a base. It runs using updated 2035 HIA marginals associated with population and employment forecasts using 2010 as the base year.

This model also includes several network coding error corrections (found in 2031), refinements and calibration efforts as part of an update from the 2009 base year to a 2010 base year.

Notably, 2035 uses Akcelik volume-delay functions (2005/2031 used Conical VDF), in addition to refinements to the transit component of the model.

### A note about External Trips

In 2014, as part of the review process of the 2031 and 2035 models for work with the Salem River Crossing Project, SKATS staff collaborated with transportation peers at ODOT to develop new external growth rates for each of the external stations.

This was done because staff noted a significant reduction in demand on the bridges between 2031 and 2035, and there needed to be justification for why this was the case.

It was observed that the primary cause in the reduction was the differences in external trips produced.

Prior to 2014, the external trips were calculated using the same external processes developed for the 2005 SKATS model by PTV. This external trip process used a compounding growth method for calculating trips. The external growth rates also reflected negative growth in many of the stations, and this was the direct result of the change in ADT volume in 2010 due to the economic downturn.

The 2031 model used 2000 ADT station data to forecast rates and future year ADT volumes.



As a result, in 2014, SKATS adopted a linear-growth rate method to supplant the existing compound-growth rate method.

This linear-growth rate is a hybrid growth rate that is the equivalent of the aggregated average of 10-year and 20-year Oregon Economic Analysis/Portland Research Center population growth rates with 20-year traffic growth rates for each external station in the model area.

The new growth rates still reflect an overall reduction of demand, although not as drastic as previously observed.

## **Summary**

In summary, model refinements, network coding error corrections, and the change in external growth rate calculation methodology are the main factors for the reduction in demand between 2031 and 2035. This reduction in demand overall is less than 5% across the entire SKATS model area.

## Appendix 9. Overview of Public Engagement



## Memorandum

**To:** Nate Brown & Shane Witham, City of Keizer

**From:** Glen Bolen & Kate Rogers, Otak, Inc.  
Shayna Rehberg & Matt Hastie, Angelo Planning Group

**Copies:** Dina Russell, City of Keizer  
David Helton, ODOT

**Date:** April 13, 2018

**Subject:** Keizer Revitalization Plan – Stakeholder Outreach Meetings #1 Summary

**Project No.:** 18309

### Stakeholder Meetings Details

Stakeholder meetings were held on March 20 and 22, 2018 at the Keizer City Hall and at Iglesia Luz Del Valle. Meetings took place in a small group format; each group included 3 to 5 participants representing business owners, property owners, and resident stakeholder groups. Eight total meetings were held, and each lasted about one hour. The meetings were led by consultants from Otak and Angelo Planning Group; and Nate Brown and Shane Witham from the City also attended the interviews and chimed in with questions, clarifications, etc. Interviewees were given a discussion guide in advance of the meetings. After the first meetings on March 20, the discussion guide was modified slightly for the second meetings on March 22. Both versions of the guide are attached to this memo. Complete notes from each meeting are also attached.

### Stakeholder Meetings Summary

#### Overall Impressions of the River Road / Cherry Ave Study Area

- There were a range of impressions and opinions on this topic.
- Some think the appearance of the corridor is pretty good, and looks much better now compared to before the streetscape improvements were made. Others see more room for improvement; participants called out rundown buildings/properties, unattractive parking lots, a lack of trees and landscaping, and too many distracting signs as concerns. A few people mentioned that River/Cherry act as a gateway into the city when coming from the south, and that it may not provide a very good first impression.
- Many appreciate the range of businesses and services available in the corridor, and would like to see more businesses open up.
- Several participants expressed concerns about walking and biking along River Road due to the heavy and fast traffic. In particular, the sidewalks and crossings don't feel safe or comfortable as a pedestrian.
- Some appreciate the convenience of getting through the on River Road by car, but many are concerned about increasing traffic congestion and difficulty getting onto Keizer from side streets or driveways. One business owner acknowledged that slow traffic is actually good for business.
- A few participants expressed interest in seeing more development or redevelopment on River Road.

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**Assessment of Various Land Uses**

- Generally, participants thought there were enough opportunities for shopping and professional services. Many expressed a desire for more restaurants (particularly sit-down restaurants), brewpubs, and night-time activities.
- In the second round of meetings on March 22, participants voiced very strong support for creating more family-oriented uses, including some sort of sports or family fun center.
- Not many had strong opinions about the number of office buildings, but one participant noted that there not enough offices or industrial employers in the corridor.
- Regarding the question of apartments, many participants thought there were enough in the corridor, but that they're not very high-quality. Several noted that they'd support higher-density housing or mixed-use development, but some are concerned that River Road wouldn't support it. A few people like the idea of more townhomes in the area, but perhaps not right on River Road.
- There was strong interest in gathering places like a farmers market or grand plaza, as well as outdoor seating for restaurants. In the first round of meetings on March 20, several noted that farmers markets have been attempted in the past but didn't last.

**Goals for Future Development**

- Generally, participants agree that encouraging a variety of transportation options is an important goal. There was also agreement on supporting small businesses as a goal.
- There wasn't a lot of support expressed for increasing the supply or variety of housing as a goal. Some participants are concerned that more housing would just add to the traffic congestion.
- There was generally support for mixed-use housing as an important goal. A few participants also noted the need for housing for a range of incomes (including multifamily housing for higher incomes). There was also some support for more affordable housing options.
- There was mixed support for making central Keizer a destination for visitors; one participant noted that this has been a dream of the Chamber of Commerce. Most participants seemed to think that the River Road/Cherry Ave corridor should mostly support the community.
- While most would like to see a more identifiable downtown for Keizer, several participants expressed doubt that this would be possible.
- Participants would be open to somewhat more urban design (e.g., buildings closer to the road, denser or bigger buildings, more mixed uses) if designed well.
- Generally, participants would like to see better pedestrian amenities, new landscaping and aesthetic improvements, and places for friends and family to meet along the corridor.

**Market Conditions for Development**

- When asked whether Keizer should allow taller buildings, most participants agreed that the existing height limit of 3-4 stories is a good fit for the city.
- Most participants are okay with some growth in the city, given the impacts it would have on traffic. However a few of the participants are very concerned about increases in congestion.

**Potential Policy and Investment Options**

- Most of the meetings ran out of time to get into this topic area. However, there was some support for short-term, smaller-scale improvements such as banners to help create an identity, and for public events.
- There was also some support for infrastructure improvements to support development.



# Keizer Revitalization Plan

## *Stakeholder Discussion Guide* [version 1]

Hello and thank you for agreeing to meet with us to share your thoughts and knowledge related to the commercial and residential areas along our central commercial corridors. The City of Keizer is holding these meetings to learn from experts like you about: existing conditions along River Road and Cherry Avenue; goals for future development; market conditions for development; potential policy methods for implementing development goals; and the need for public investments to support desired development.

Our upcoming meeting is expected to be 45 minutes in length and will take place in a small group format with 3 to 5 people.

During the meeting we will discuss the topics listed below. No advance preparation is required but we thought you might like to look over topics before the meeting. Please note that the interview will focus on your expertise/experience. Accordingly, some questions will be answered with more detail than others.

### Discussion Topics:

#### Existing Conditions

1. What is your interest in, or experience with, River Road and/or Cherry Avenue and surrounding area? (e.g., business owner, business customer, live nearby, all of the above, etc.)
2. What's your general impression of River Road/Cherry Ave and adjacent development—how it looks, feels, functions, etc? What are the strengths and weaknesses?
3. Thinking about the land along River Road and Cherry Ave, does Keizer have too little or too much of the following:
  - Shopping
  - Professional services
  - Office buildings
  - Apartments
  - Townhouses
  - Gathering Places
  - Aesthetic appeal

#### Goals for Future Development

4. These are some of the goals identified in the Keizer Compass / Community Vision 2029 plan developed in 2009. How important are these goals, in terms of future development along River Road and Cherry Ave (e.g., very important, not important at all or somewhere in between)?
  - Increasing the supply of housing and providing a variety of housing options
  - Supporting local businesses
  - Encouraging a variety of transportation options including Cherriots, walking, and bicycling
  - Locating housing closer to jobs

- Supporting or encouraging mixed-use development
- Providing community gathering places and an identifiable downtown area
- Being a destination for visitors

5. What do you feel about how River Road and Cherry Ave should change?

#### **Market Conditions for Development**

6. Do you feel that the River Road/Cherry Ave corridor is a good location for new apartments and condos?
7. Monthly rents for new apartments may likely be higher than existing older buildings. Do you think there is demand for more new, possibly more expensive units within the corridor?
8. The current zoning allows for 3 and 4 story construction. How tall to you think is too tall for River Road/Cherry Ave (status Quo, some increase, or sky's the limit)?
9. We know that any/all population growth can bring additional traffic and impacts to public services. How do you feel about that?

#### **Potential Policy and Investment Options**

10. What should the City do to support businesses and improve livability along the River Road/Cherry Ave corridors? We'd like to hear your thoughts on the following potential actions:
- Changes to zoning, such as: increasing allowed heights; reducing parking requirements; allowing for mixing multi-family housing and commercial uses within an individual building or site (mixed use); allowing certain adjacent areas to be zoned for higher-density development; and becoming less prescriptive and more "performance" oriented with zoning requirements.
  - Providing more public spaces either with development or as a civic venture.
  - Improving infrastructure to support and entice growth within the corridor, or providing financial incentives.
  - Implementing more immediate, small-scale improvements such as clean-ups, street sweeping, wayfinding, etc.
  - Investing in outreach, marketing, or technical assistance to the business community for economic development.
  - Developing business retention and relocation tools to retain local business during periods of growth.
  - Storefront improvement support.
  - Hosting events to build community and attract visitors, such as farmers markets, festivals, or periodic extended-hours shopping and dining (i.e. First Fridays, etc.).

#### **Other Ideas**

11. Is there anything that we didn't talk about that you would like to share?





## Keizer Revitalization Plan

### Stakeholder Meeting Notes – Session 1

Interviewees: James Marshall, Lyndon Zaitz, Gonzalo Cervantes Jr. & Gonzalo Sr., Louis West  
Date: March 20, 2018  
Time: 3:00 PM  
Location: Keizer City Hall  
Interviewers: Kate Rogers and Matt Hastie

- Discussion notes are provided below in italics. -

#### Existing Conditions

1. What is your interest in, or experience with, River Road and/or Cherry Avenue and surrounding area? (e.g., business owner, business customer, live nearby, all of the above, etc.)

- Louis West (LW) – *owns Keizer Towne Square complex—keystone in the community*
- Gonzalo Cervantes Jr. & Gonzalo Cervantes Sr. (GC Sr / GC Jr) - *own Pronto Signs on Cherry Ave*
- James Marshall (JM) – *owns Delaney Madison Grille; off River Rd--not a lot of visibility from River*
- Lyndon Zaitz (LZ) – *Keizertimes editor*

Also attending: Eric Howald – Keizertimes (here to observe)

2. What's your general impression of River Road/Cherry Ave and adjacent development—how it looks, feels, functions, etc? What are the strengths and weaknesses?

- *LW: River Rd very ugly in early 80s; looks much prettier now; overhead lines removed makes a big difference; some infill has occurred*
- *GC Sr: been a lot improvement, lots left to improve such as more trees; likes it better than other areas*
- *JM: recently had visitor from Spokane, noticed a lot of pot shops; lacks a personality or identity; trees, parklike feel, something sexier, more identity; could have more of a wow factor—not sure what that means exactly; compared to places like McMinnville, lacks history; needs some balance to offset retail chains*
- *LZ: other cities around the country that are narrow and long have dealt with that condition better; River Rd has been improved in fits and starts; Chamber of Commerce recruits businesses who want to be on a state highway; there is no downtown except for corner of Chemawa and River; need zoning and code changes; anything new has to have certain specifications; retail has been changing*
- *LW: Don't want too many rules and regulations; there's always gonna be a diversity of buildings; don't want it to be too monotonous; have enough rules already; already have to follow local code and ordinances*
- *JM: don't want to go too far; new building at corner of Chemawa did a good job of fitting in (building with Jersey Mike's)*

3. Thinking about the land along River Road and Cherry Ave, does Keizer have too little or too much of the following:

Shopping	Too little 3; just right 2; too much 0
Professional services	Just right 3

Office buildings	Too little 2; just right 2
Apartments	Too little 0; just right 2; too much 1 <ul style="list-style-type: none"> <li>JM: Too much low-quality, degrades the identity; can be affordable but nice</li> </ul>
Townhouses	Too little 1; just right 0; too much 0 <i>There are some townhouses in inland shores; mcrary estates</i>
Gathering Places	Too little 3; just right 2 <ul style="list-style-type: none"> <li>GC Sr: Too many coffee shops</li> <li>JM: people park in his lot to walk the lake even though it's private; should make the lake public; this is a lost opportunity, people don't even know it's there; free public gathering places are critical</li> <li>LZ: important to talk to regular residents, not just people with an interest</li> <li>LW: not a lot of current vacancies along River Rd;</li> <li>LZ: can't make a property owner be prideful of their property and maintain it; some apt bldgs. fronting River Rd could be better; everything could be clean and landscaped, better maintenance</li> <li>Nate: Limited code enforcement capabilities; there's one national chain in particular with lots of turnover, maintenance not a priority; Sherwin Williams just repainted, did a great job</li> </ul>
Aesthetic appeal	<ul style="list-style-type: none"> <li>LZ: 5/10</li> <li>LW: Higher than that; Keizer's sign ordinance is very strict</li> <li>JM: gotten into trouble for signs several times</li> </ul>

### Goals for Future Development

4. These are some of the goals identified in the Keizer Compass / Community Vision 2029 plan developed in 2009. How important are these goals, in terms of future development along River Road and Cherry Ave (e.g., very important, not important at all or somewhere in between)?

- Increasing the supply of housing and providing a variety of housing options

Not at all: 0  
 Very: 2  
 In between: 3

- Supporting local businesses

Very: 5

- Encouraging a variety of transportation options including Cherriots, walking, and bicycling

Very: 4

Not at all: 1

- JM: Keizer Trolley running up and down River Rd; that would improve the identity; see Seattle; would create a lot of energy; no fee zone
- LW: buses are a pain on River Rd

- Locating housing closer to jobs

- JM: a lot of my employees walk to work; mostly can't afford a single family home
- LZ: Would see more demand for housing if there were big employers

- *LW: difficult to legislate housing being close to jobs*

- Supporting or encouraging mixed-use development

Very: 2

Not at all: 2

- Providing community gathering places and an identifiable downtown area

Very: 3

- Being a destination for visitors

- *LZ: it's been the dream of the Chamber for years; but what do people come see; Keizer Compass—thought it could become “tournament town”—soccer, golf, little league; as many tournaments as possible; problem is only have 1.5 hotels*
- *What's the purpose of bringing people here?*

5. What do you feel about how River Road and Cherry Ave should change?

- *JM: making it have an identity; more welcoming; I'm pro-business*
- *LZ: need banners; change them out every season*

Nate: River Rd is going to change. How you want it to change?

- *GC Sr: more welcome feeling; banners, trees, need more businesses;*
- *LZ: more pedestrian traffic; used to be a lot of businesses along river that you could go to; most people drive; Keizer station was supposed to be a ped oriented shopping area, but didn't really work out; too much space between the destinations*
- *LW: not a lot of pedestrian traffic*

## Market Conditions for Development

6. Do you feel that the River Road/Cherry Ave corridor is a good location for new apartments and condos?
7. Monthly rents for new apartments may likely be higher than existing older buildings. Do you think there is demand for more new, possibly more expensive units within the corridor?
8. The current zoning allows for 3 and 4 story construction. How tall to you think is too tall for River Road/Cherry Ave (status Quo, some increase, or sky's the limit)?

- *GC Sr: would be interesting to see something taller; 3 to 4 probably ok*
- *Nate: should the market dictate?*
- *JM: foreign to think about a tall building in Keizer*

9. We know that any/all population growth can bring additional traffic and impacts to public services. How do you feel about that?

- *LZ: city should always be in a position to make riding buses easier; always stream of single-occupant*

*vehicles; there's still a stigma around taking the bus*

## Potential Policy and Investment Options

10. What should the City do to support businesses and improve livability along the River Road/Cherry Ave corridors? We'd like to hear your thoughts on the following potential actions:

- Implementing more immediate, small-scale improvements such as clean-ups, street sweeping, wayfinding, etc.
- *GC Sr: having a events in the area would bring visitors*
- *LZ: several attempts to have a farmers market; location is key; Need to reenergize Keizer public art program; doesn't use a lot of money; should be art up and down the whole way*
- *JM: Successful farmers market in downtown Salem; close the street, commit to it; need to be more reasons to come here*
- Investing in outreach, marketing, or technical assistance to the business community for economic development.
- Developing business retention and relocation tools to retain local business during periods of growth.
- Storefront improvement support.
- Hosting events to build community and attract visitors, such as farmers markets, festivals, or periodic extended-hours shopping and dining (i.e. First Fridays, etc.).

## Other Ideas

11. Is there anything that we didn't talk about that you would like to share?

- Nate: should the city take an active role in making these improvements, do more to make these things happen?
- Yes: 3
  - *LW: totally depends*
- Nate: what we're hearing: there should be a balance, but the city should be focusing some effort and resources on this
- *LW: concerned about homelessness, mental health, crime, police response; don't put it all on the businesses*



## Keizer Revitalization Plan

### Stakeholder Meeting Notes – Session 2

Interviewees: Don Earle, Nick Stevenson, Jim Martsfield, Kathy Lincoln  
Date: March 20, 2018  
Time: 4:00 PM  
Location: Keizer City Hall  
Interviewers: Kate Rogers and Matt Hastie

- Discussion notes are provided below in italics. -

#### Existing Conditions

1. What is your interest in, or experience with, River Road and/or Cherry Avenue and surrounding area? (e.g., business owner, business customer, live nearby, all of the above, etc.)

- *Kathy: live in the southern end of Keizer, do a lot of walking and biking; on the bike ped committee, also board member of Cherriots*
- *Jim: work for St Edwards Catholic Church on River Rd; recently constructed a new building, own a lot of the property behind; school potentially interested, depending on bond measure; been around for many years; seen all the changes; traffic has gotten much worse*
- *Nick: live at the north end, very interested in the northern portion; very interested in biking along River; city events tend to be crammed into spots; nice to have*
- *Don: own a large property (farm field) at the north end of the study area*

2. What's your general impression of River Road/Cherry Ave and adjacent development—how it looks, feels, functions, etc? What are the strengths and weaknesses?

- *K: increased commercial activity is working well; main negative is that traffic is too fast, not safe, too many access points; not friendly to people; want to attract more people*
- *N: River very congested, cars go too fast; not good for people or bikes; need better access for bikes in addition to cars*
- *J: problems now, what about if we add a lot more development at the north end; concerned about young people driving; some kind of bypass would be good, but not likely*
- *D: could pull a lot of traffic out if improved Weiland Rd; add freeway exit*
- *Nate: doing an interchange area mgmt. plan for Brook Lake exit*
- *N: have some really nice parks in Keizer that aren't accessible if you're not in a car*

3. Thinking about the land along River Road and Cherry Ave, does Keizer have too little or too much of the following:

Shopping	Just right: 2 ▪ <i>J: not enough grocery stores</i>
Professional services	Just right: 3
Office buildings	Not enough: 2 Too much: 1
Apartments	Just right: 2 ▪ <i>J: Need apartments but in different areas in town</i>

Townhouses	Not enough: 3
Gathering Places	Not enough: 4 Outdoor eating areas would be really nice
Aesthetic appeal	Not enough: 3 <i>J: Cherry and River in the southern section look rundown;</i> <i>N: Northern end could be a parkway, sidewalks are old; too many pot shops</i>

### Goals for Future Development

4. These are some of the goals identified in the Keizer Compass / Community Vision 2029 plan developed in 2009. How important are these goals, in terms of future development along River Road and Cherry Ave (e.g., very important, not important at all or somewhere in between)?

- Increasing the supply of housing and providing a variety of housing options

Very: 1  
Not: 3

- Supporting local businesses
- Encouraging a variety of transportation options including Cherriots, walking, and bicycling

Very: 4

- Locating housing closer to jobs

Important but hard  
Very: 3

- Supporting or encouraging mixed-use development

Very: 4

- Providing community gathering places and an identifiable downtown area

Very: 4

- Being a destination for visitors

Not: 2

Very important to be a destination within Keizer

5. What do you feel about how River Road and Cherry Ave should change?

- N: need to keep River Rd accessible; Need a safe environment for kids; take advantage of parks and green spaces*
- K: need safer sidewalks and crossings*
- N: could make River safer by creating paths outside the corridor with connections to the*
- K: Speed limit too high*

Kate: How would you remake this area if you could wave a magic wand?

- K: 3 lane road with center turn lane; Move parking lots behind buildings; fewer required parking spots;*



*allow taller buildings (3 stories is about right)*

- *J: you've got a big job ahead; widen the right of way*
- *N: looks like a neighborhood that became commercial; some very rundown buildings that look like they were residential and now have offices; taller buildings with parking in the back; confluence of Cherry and River—this could be a nice downtown center*
- *J: there's a lot of variation in signage and landscaping; too many low-quality signs—looks tacky;*
- *N: first impression coming up from Salem isn't good*
- *J: Keizerfest—need a bigger area for this;*

## Market Conditions for Development

6. Do you feel that the River Road/Cherry Ave corridor is a good location for new apartments and condos?

- *J: worried they'd increase traffic*
- *N: need to fix the congestion before add new units*
- *K: on transit line, wouldn't have to drive, need to make it more bikeable and walkable;*

7. Monthly rents for new apartments may likely be higher than existing older buildings. Do you think there is demand for more new, possibly more expensive units within the corridor?

- *K: maybe sometime in the future when other improvements have been made*

8. The current zoning allows for 3 and 4 story construction. How tall to you think is too tall for River Road/Cherry Ave (status Quo, some increase, or sky's the limit)?

9. We know that any/all population growth can bring additional traffic and impacts to public services. How do you feel about that?

## Potential Policy and Investment Options

10. What should the City do to support businesses and improve livability along the River Road/Cherry Ave corridors? We'd like to hear your thoughts on the following potential actions:

- Changes to zoning, such as: increasing allowed heights; reducing parking requirements; allowing for mixing multi-family housing and commercial uses within an individual building or site (mixed use); allowing certain adjacent areas to be zoned for higher-density development; and becoming less prescriptive and more "performance" oriented with zoning requirements.
- Allowing more flexibility within that boundary along River Rd, and the kinds of development
  - *K: Keizer is so constrained in where it can go; so the only place you can go is to broaden into the neighborhoods; flexibility is good, protections for "good" housing and upzoning of some areas; allowing 2-3 story apartments, duplexes*
  - *N: like the idea of mixed use commercial and housing*

- Providing more public spaces either with development or as a civic venture.

- Improving infrastructure to support and entice growth within the corridor, or providing financial incentives.

▪ *N: yes, specifically investing in bike and ped infrastructure; have 2007 bike plan, identifies improvements*

- Implementing more immediate, small-scale improvements such as clean-ups, street sweeping, wayfinding, etc.

▪ *K: property maintenance is important*

- Investing in outreach, marketing, or technical assistance to the business community for economic development.

▪ *N: important to support small businesses for the local community; not a lot of room for big businesses/ national chains; Ross was the local store, couldn't compete*

- Developing business retention and relocation tools to retain local business during periods of growth.
- Storefront improvement support.

- Hosting events to build community and attract visitors, such as farmers markets, festivals, or periodic extended-hours shopping and dining (i.e. First Fridays, etc.).

▪ *N: farmers market yes; need a place to put it*

## Other Ideas

11. Is there anything that we didn't talk about that you would like to share?

- *N: the northern area could be special; there's homeless camping in the woods now; could add trails; could make this into a parkway with trees in the middle improved sidewalks*
- *D: want to put some commercial on my property*



## Keizer Revitalization Plan

### Stakeholder Meeting Notes – Session 3

Interviewees: Chris Lord, Hersch Sangster, Dave Bauer, Ken Gieloff  
Date: March 20, 2018  
Time: 5:00 PM  
Location: Keizer City Hall  
Interviewers: Kate Rogers and Matt Hastie

- Discussion notes are provided below in italics. -

#### Existing Conditions

1. What is your interest in, or experience with, River Road and/or Cherry Avenue and surrounding area? (e.g., business owner, business customer, live nearby, all of the above, etc.)

- *Chris (C): own property between Cherry and Keizer*
- *Hersch (H): used to live near River Rd—owned a house near Taco Bell; organize bike rides*
- *Dave (D): used to cross River Rd when it was a 2-lane gravel road*
- *Ken (K): SE Keizer Neighborhood Association*

2. What's your general impression of River Road/Cherry Ave and adjacent development—how it looks, feels, functions, etc? What are the strengths and weaknesses?

- *C: been a few revitalization projects already; interested in seeing commercial properties develop, multifamily development; lot of older buildings in the area that are rundown, could be made more modern*
- *H: River is a direct route through town; north section is pretty good for transit, (I'm a past commissioner for Salem-Keizer Transit); south portion has utilities in travel lane; ROW is only 62' wide; doesn't lend itself to transit—when the bus stops, everything stops; Cherry's revitalization much improved, better for cycling; Willamette Scenic Bikeway uses Cherry then crosses River; businesses on the corridor don't capture that business*
- *D: the ease of River Rd, direct; access to River Rd from side streets; River Rd is mostly for traveling to Salem; the only jobs we're gonna get on River is retail; potential for industrial/commercial on Cherry*
- *K: wish River could go back to being a city street rather than a highway; okay with Cherry Ave, should be redeveloped with mixed use*

3. Thinking about the land along River Road and Cherry Ave, does Keizer have too little or too much of the following:

Shopping	Just right: 4 <i>Most of the shopping on River is food</i>
Professional services	Too little: 1 (medical) Just right: 3
Office buildings	<i>Want to know the analysis</i>

Apartments	<ul style="list-style-type: none"> <li>▪ <i>H: there's a lot more than you think</i></li> <li>▪ <i>D: the more people you have, the more traffic</i></li> <li>▪ <i>Supportive of mixed use development, not just apartments</i></li> <li>▪ <i>All comes back to the transportation</i></li> </ul>
Townhouses	
Gathering Places	<ul style="list-style-type: none"> <li>▪ <i>H: Porters Pub was a gathering place for years, this is where ppl went after football games, many Keizer problems were solved</i></li> <li>▪ <i>D: don't think it fits River Rd; people go to the park</i></li> <li>▪ <i>H: have a focal pt, but it's not a gathering place</i></li> <li>▪ <i>K: had some of the first mixed uses in Keizer, like businesses in front, parking in back</i></li> </ul>
Aesthetic appeal	<ul style="list-style-type: none"> <li>▪ <i>H: like the improvements to the sidewalks; south portion of the corridor is pretty ugly, this is also where most of the traffic accidents are; people ignore the crosswalks, like Plymouth; the north section is newer, the road is prettier;</i></li> <li>▪ <i>D: bldg. with old skating rink should be redeveloped; quality of structures is different north to south</i></li> <li>▪ <i>K: someone would need to assemble properties to redevelop</i></li> </ul>

### Goals for Future Development

4. These are some of the goals identified in the Keizer Compass / Community Vision 2029 plan developed in 2009. How important are these goals, in terms of future development along River Road and Cherry Ave (e.g., very important, not important at all or somewhere in between)?

- Increasing the supply of housing and providing a variety of housing options

- *C: more housing, more traffic*
- *H: Keizer doesn't have a lot of industrial land; Keizer is a bedroom community; housing is better for Keizer*
- *K: our land is limited, so expanding the housing options; don't want to expand UGB onto farmland;*
- *D: housing is important but not at the expense of neighborhoods;*
- *K: market should drive the housing market*
- *D: we have affluent areas, middle class, and less well-off areas; SE and SW neighborhoods have larger lots, this is where the infill happens; if we're going to do infill, there are places it could be done in an orderly manner; can't really put more dwellings in this corridor unless we build up*

- Supporting local businesses

- *Very important*
- *D: it's important but not sure how it's done*

- Encouraging a variety of transportation options including Cherriots, walking, and bicycling

- *Very*
- *H: the buses are going to be running more often; bikes: will need to give a shoulder, the lanes would need to be redesigned, parallel routes*
- *D: getting onto/off of River Rd is difficult*

- Locating housing closer to jobs

- *D: jobs aren't really going to happen in Keizer;*
- *H: live in new neighborhood, most of neighbors commute to Portland; Keizer station meant to create jobs for Keizer residents, but doesn't*

- Supporting or encouraging mixed-use development

- Providing community gathering places and an identifiable downtown area

- *K: this used to be an important goal*
- *H: it's been Keizer's envy of other more historic towns*
- *D: important but not doable*

- Being a destination for visitors

- *K: not important*
- *D: we do have some destinations: amphitheater, Keizer rapids park; little league fields; Keizer station; volcanoes; they do draw visitors, but they could be marketed better, there's opportunities; new motel will bring people*
- *H: Willamette Scenic Bikeway goes through Keizer; they spent 1.2 million*

5. What do you feel about how River Road and Cherry Ave should change?

- *H: River Rd is a boulevard; housing and businesses up close to the street; housing upstairs, offices along the road; gathering spot near Chemawa*
- *K: same vision for the SE quarter; don't abandon the commercial corridor; walk to services*
- *C: like a lot of foot traffic; more crosswalks; better landscaping, better access on foot; more central hubs and landmarks, easily identifiable; more aesthetic appeal; like the artwork along the road, benches, better crossings for families*
- *D: had the same vision for a number of years; would most like to solve the traffic issue*

Nate: where is your threshold for access control? How directive do you think the City should be?

- *D: can manage access on the whole road—try to improve all of River Rd, not single-out specific properties; business people would be more inclined to support it if it applies to everyone*
- *C: wouldn't be able to survive if access limited on River*

**[Note: The meeting ended before getting to the following discussion areas]**

### Market Conditions for Development

6. Do you feel that the River Road/Cherry Ave corridor is a good location for new apartments and condos?
7. Monthly rents for new apartments may likely be higher than existing older buildings. Do you think there is demand for more new, possibly more expensive units within the corridor?
8. The current zoning allows for 3 and 4 story construction. How tall to you think is too tall for River Road/Cherry Ave (status Quo, some increase, or sky's the limit)?

9. We know that any/all population growth can bring additional traffic and impacts to public services. How do you feel about that?

#### Potential Policy and Investment Options

10. What should the City do to support businesses and improve livability along the River Road/Cherry Ave corridors? We'd like to hear your thoughts on the following potential actions:

- Implementing more immediate, small-scale improvements such as clean-ups, street sweeping, wayfinding, etc.
- Investing in outreach, marketing, or technical assistance to the business community for economic development.
- Developing business retention and relocation tools to retain local business during periods of growth.
- Storefront improvement support.
- Hosting events to build community and attract visitors, such as farmers markets, festivals, or periodic extended-hours shopping and dining (i.e. First Fridays, etc.).

#### Other Ideas

11. Is there anything that we didn't talk about that you would like to share?





## Keizer Revitalization Plan

### Stakeholder Meeting Notes – Session 4

Interviewees: Randy Miller, Jon Eggert, Kris Adams  
Date: March 20, 2018  
Time: 6:00 PM  
Location: Keizer City Hall  
Interviewers: Kate Rogers and Matt Hastie

#### Existing Conditions

1. What is your interest in, or experience with, River Road and/or Cherry Avenue and surrounding area? (e.g., business owner, business customer, live nearby, all of the above, etc.)

- *Kris (K): longtime resident; West Keizer Neighborhood Association, interested citizen*
- *John (J): own property at the north end of corridor; grew up here; very interested in the area*
- *Randy (R): family owns several acres; dad had business on River Rd for 20 years*

2. What's your general impression of River Road/Cherry Ave and adjacent development—how it looks, feels, functions, etc? What are the strengths and weaknesses?

- *R: Cherry Ave improving with new businesses; new big box stores and auto dealerships; have some areas with newer buildings; there are some nice properties size-wise that could be developed*
- *J: some older buildings that don't look so nice, some newer that are better; some sidewalks have been upgraded, others haven't; some buildings have less space than others; overall pretty well maintained*
- *K: seen the city grow and fill in; hate to see businesses losing their parking; street widening took away parking; Cherry Ave parkway access is much better; River Rd flows pretty well, gotten busier but flow has been fine; getting from businesses onto River is difficult; if there were too many changes made, signals added, might not improve the flow*

3. Thinking about the land along River Road and Cherry Ave, does Keizer have too little or too much of the following:

Shopping	Just right: 3
Professional services	<i>Depends on the service; light on medical; constantly improving, generally a good balance</i>
Office buildings	Too little: 2 <i>Had trouble finding space for my business</i>
Apartments	<ul style="list-style-type: none"><li>▪ <i>R: apartments should be further back, businesses in front</i></li><li>▪ <i>Cow pasture redevelopment—there will be plenty after that happens</i></li></ul>
Townhouses	<i>Better if they're off the main road</i>
Gathering Places	Too little: 3 <ul style="list-style-type: none"><li>▪ <i>K: when Starbucks moved, lost a gathering place</i></li></ul>
Aesthetic appeal	<i>R: Cherry Ave on the right track; older homes will become too valuable and will redevelop</i> <i>K: looks pretty nice as long as people keep up their properties; don't want</i>

	<i>excessive signage; signage has been fine up to this point J: reluctant to criticize too much; these are people's livelihoods</i>
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### Goals for Future Development

4. These are some of the goals identified in the Keizer Compass / Community Vision 2029 plan developed in 2009. How important are these goals, in terms of future development along River Road and Cherry Ave (e.g., very important, not important at all or somewhere in between)?

- Increasing the supply of housing and providing a variety of housing options

- J: not a highly important goal; people coming here aren't necessarily looking for Portland style development*

- Supporting local businesses

Very: 3

- J: especially if we don't want to just be a bedroom community*

- Encouraging a variety of transportation options including Cherriots, walking, and bicycling

Very: 3

- K: need to improve bus service, so many ppl rely on the bus for work; improving this is important*
- R: only a few ppl on each bus*

- Locating housing closer to jobs

*important*

- Supporting or encouraging mixed-use development

- K: might add an edge to Keizer to have apartments above businesses; might bring some more people into Keizer*
- R: we don't have a downtown*

- Providing community gathering places and an identifiable downtown area

- R: Keizer is a bedroom community, don't see it as a lively downtown*
- J: small towns have quaint downtowns; big cities have larger vibrant downtowns; do midsize cities have that?*

- Being a destination for visitors

- J: not important; won't be a tourist destination*
- R: Festival of Lights draws a lot*
- Keep, support events that may draw some visitors; don't need to become a tourist draw*

5. What do you feel about how River Road and Cherry Ave should change?

- K: strip mall with pizzeria, would be nice to have a community spot; would love to be able to stay within Keizer and meet up with people*

- *J: long term would like to see some variability in height; 3 stories is good*
- Shane: Tallest thing in town is 5 stories

### Market Conditions for Development

6. Do you feel that the River Road/Cherry Ave corridor is a good location for new apartments and condos?
7. Monthly rents for new apartments may likely be higher than existing older buildings. Do you think there is demand for more new, possibly more expensive units within the corridor?
8. The current zoning allows for 3 and 4 story construction. How tall to you think is too tall for River Road/Cherry Ave (status Quo, some increase, or sky's the limit)?  

*3-4, maybe 5 if the building was set back a bit*
9. We know that any/all population growth can bring additional traffic and impacts to public services. How do you feel about that?

### Potential Policy and Investment Options

10. What should the City do to support businesses and improve livability along the River Road/Cherry Ave corridors? We'd like to hear your thoughts on the following potential actions:
  - Changes to zoning, such as: increasing allowed heights; reducing parking requirements; allowing for mixing multi-family housing and commercial uses within an individual building or site (mixed use); allowing certain adjacent areas to be zoned for higher-density development; and becoming less prescriptive and more "performance" oriented with zoning requirements.
 

- *J: wanted to put the veterinary clinic in the mixed use zone, text amendment for property; would support more flexibility*
  - Providing more public spaces either with development or as a civic venture.
 

- *K: Like the idea; younger people need places to gather*
    - *R: concerned it would attract the wrong kind of activity; maybe if it was well lit and controlled by private owners; generally not a lot of people around here at night*
  - Improving infrastructure to support and entice growth within the corridor, or providing financial incentives.
 

- *R: need more infrastructure to support growth; need to keep it looking nice*

Others agree
  - Implementing more immediate, small-scale improvements such as clean-ups, street sweeping, wayfinding, etc.
 

- *Wayfinding not necessary*
    - *Banners could be good*

- Implementing more immediate, small-scale improvements such as clean-ups, street sweeping, wayfinding, etc.

- *Wayfinding not necessary*
- *Banners could be good*

- Investing in outreach, marketing, or technical assistance to the business community for economic development.

- *J: felt like Keizer was pretty accessible for business*
- *Chamber does a good job*

- Developing business retention and relocation tools to retain local business during periods of growth.

- *R: slower growth is good*
- *K: Keizer Station has added growth, but not too much; pace has been good*

- Storefront improvement support.

- *J: not against it, but not sure it would work*

Nate: Had program in the past with urban renewal, Keizer Village property took advantage of it; made a big difference, but difficult to get businesses interested

- Hosting events to build community and attract visitors, such as farmers markets, festivals, or periodic extended-hours shopping and dining (i.e. First Fridays, etc.).

- *R: Saturday market would be good, if there was a place to put it; something small*
- *K: would have to find people interested in taking that on; city shouldn't support it financially, could help market it*
- *Chamber does the Irish Festival and Festival of Lights*
- *J: may not want to get too involved*



# Keizer Revitalization Plan

## **Stakeholder Discussion Guide** [version 2]

Hello and thank you for agreeing to meet with us to share your thoughts and knowledge related to the commercial and residential areas along our central commercial corridors. The City of Keizer is holding these meetings to learn from experts like you about: existing conditions along River Road and Cherry Avenue; goals for future development; market conditions for development; potential policy methods for implementing development goals; and the need for public investments to support desired development.

Our upcoming meeting is expected to be 45 minutes in length and will take place in a small group format with 3 to 5 people.

During the meeting we will discuss the topics listed below. No advance preparation is required but we thought you might like to look over topics before the meeting. Please note that the interview will focus on your expertise/experience. Accordingly, some questions will be answered with more detail than others.

### **Discussion Topics:**

#### **Existing Conditions**

1. What is your interest in, or experience with, River Road and/or Cherry Avenue and surrounding area? (e.g., business owner, business customer, live nearby, all of the above, etc.)
2. What's your general impression of River Road/Cherry Ave and adjacent development—how it looks, feels, functions, etc? What are the strengths and weaknesses?
3. Thinking about the land along River Road and Cherry Ave:
  - Do you think there are enough retail and shopping opportunities?
  - What about offices and professional services?
  - Do you think there should be more, and a variety of apartments? This could include apartments above retail or office space (mixed-use).
  - There are some townhouses at the north end of the corridor, near Staats Lake. Would you like to see more of that type of housing?
  - Do you think this area needs more gathering places? This could include things like plazas and small parks but also restaurants and cafes with outdoor seating.
  - Do you think this area's aesthetic appeal needs improvement?

#### **Goals for Future Development**

4. These are some of the goals identified in the Keizer Compass / Community Vision 2029 plan developed in 2009. How important are these goals, in terms of future development along River Road and Cherry Ave (e.g., very important, not important at all or somewhere in between)?
  - Increasing the supply of housing and providing a variety of housing options
  - Encouraging a variety of transportation options including buses, walking, and bicycling
  - Supporting or encouraging mixed-use development

- Providing community gathering places
  - Creating an identifiable downtown area
  - Being a destination for visitors
5. If you had a magic wand and could remake the River Road/Cherry Ave corridor however you'd like, what would that look like?

#### **Market Conditions for Development**

6. The current zoning allows for 3 and 4 story construction. How tall do you think is too tall for River Road/Cherry Ave (status Quo, some increase, or sky's the limit)?
7. We know that any/all population growth can bring additional traffic and impacts to public services. How do you feel about that?

#### **Potential Policy and Investment Options**

8. What should the City do to support businesses and improve livability along the River Road/Cherry Ave corridors? We'd like to hear your thoughts on the following potential actions:
- Changes to zoning, such as: increasing allowed heights; reducing parking requirements; allowing for mixed use development; allowing certain adjacent areas to be zoned for higher-density development; and becoming less prescriptive and more "performance" oriented with zoning requirements.
  - Improving infrastructure to support and entice growth within the corridor, or providing financial incentives.
  - Implementing more immediate, small-scale improvements such as clean-ups, street sweeping, wayfinding, etc.
  - Investing in outreach, marketing, or technical assistance to the business community for economic development.
  - Developing business retention and relocation tools to retain local business during periods of growth.
  - Storefront improvement support.
  - Hosting events to build community and attract visitors, such as farmers markets, festivals, or periodic extended-hours shopping and dining (i.e. First Fridays, etc.).

#### **Other Ideas**

9. Is there anything that we didn't talk about that you would like to share?





# Keizer Revitalization Plan

## Stakeholder Meetings - Session 5

- Discussion notes are provided below in italics. -

### Discussion Topics:

#### Existing Conditions

1. What is your interest in, or experience with, River Road and/or Cherry Avenue and surrounding area? (e.g., business owner, business customer, live nearby, all of the above, etc.)
  - *Pastor Jose Dominguez – His church (Iglesia Luz Del Valle) is in the corridor and is where we are holding this interview and the next interview.*
  - *Pedro – He heard about the project from Pastor Dominguez. He expects his kids will grow up in Keizer, and that the family will be here for a long time.*
  - *Bill Wilson – Bill has lived in Keizer for 28 years (lives off of River Road on Dietz), is semi-retired, and is curious about the future. He notes a lot of traffic in the PM peak, so he makes his trips at other times.*
  - *Ynez Wilson – Ynez is Bill's wife, a Spanish-speaker, and is here to listen to the interview.*
  - *Chad White – Chad is the owner of Keizer Martial Arts and was involved in urban renewal planning for the area. He feels that visibility to and from the roadway is important.*
2. What's your general impression of River Road/Cherry Ave and adjacent development—how it looks, feels, functions, etc? What are the strengths and weaknesses?
  - *Feel nervous walking on River Road with the sidewalk right next to road but do walk.*
  - *Cut through business parking lots (e.g., Pizza Hut) when driving in order to make left turns onto River Road.*
  - *Like that Mayor Christopher advocated for landscaping in the right-of-way. (Project team responded that landscaping will be driven by redevelopment.)*
  - *Drive River Rd to drop off daughter at high school; it would help to have another right turn from River Rd onto Lockhaven coming from the north.*
3. Thinking about the land along River Road and Cherry Ave:
  - Do you think there's enough retail and shopping opportunities?
  - What about offices and professional services?
  - Do you think there should be more, and a variety of apartments? This could include apartments above retail or office space (mixed-use).
  - There are some townhouses at the north end of the corridor, near Staats Lake. Would you like to see more of that type of housing?
  - Do you think this area needs more gathering places? This could include things like plazas and small parks but also restaurants and cafes with outdoor seating.
  - Do you think this area's aesthetic appeal needs improvement?

- *Notes that there are vacant commercial properties but is satisfied with existing services and businesses, although imagines that others would like to see more new uses.*
- *Would like to see a family-oriented use on the Roth's site; ideas include a family fun/recreation center, climbing, basketball, roller skating, examples such as the Hoop and Rock Box in Salem; and indoor soccer (none currently since the one in Keizer Station became REI). Currently going to South Salem for Jet Air indoor trampoline park. Want to keep kids busy (concerned about kids being bored and getting into trouble otherwise).*
- *Generally like the look of River Road now. Don't always want big transparent windows on commercial buildings for some customer privacy, depending on the business.*

### Goals for Future Development

4. These are some of the goals identified in the Keizer Compass / Community Vision 2029 plan developed in 2009. How important are these goals, in terms of future development along River Road and Cherry Ave (e.g., very important, not important at all or somewhere in between)?

- Increasing the supply of housing and providing a variety of housing options
    - *If building new houses, want and need affordable housing. (Project team commented about the higher cost of developing housing on a smaller scale.)*
    - *Concerned about more development if it brings more traffic like on Verda and Dearborn.*
  - Encouraging a variety of transportation options including buses, walking, and bicycling
    - *Really like roundabouts.*
    - *Currently limited bus service, but will expand service hours, including service on Saturday, given funding from transportation bill. Bus stops moving to far side (in-street) to reduce delay/stops for near side of intersection and turning movements.*
  - Supporting or encouraging mixed-use development
  - Providing community gathering places
    - *Supports gathering places, especially farmers markets.*
  - Creating an identifiable downtown area
  - Being a destination for visitors
    - *Supports a family-oriented destination, like Bullwinkle's family fun center and a mini theme park.*
5. If you had a magic wand and could remake the River Road/Cherry Ave corridor however you'd like, what would that look like? / Places you like
- *"Plaza mayor," like the central gathering places in Mexican towns*
  - *Farmers market*

## Market Conditions for Development

6. The current zoning allows for 3 and 4 story construction. How tall to you think is too tall for River Road/Cherry Ave (status Quo, some increase, or sky's the limit)?
  - *Curious about denser construction. Depends on quality of design.*
  - *Notes that tall buildings are OK if they look good*
7. We know that any/all population growth can bring additional traffic and impacts to public services. How do you feel about that?
  - *Joint and controlled access is OK. (Has been working out for Chad as a business owner.)*
  - *Sometimes people park in the church and martial arts parking lots that are not going to the church or martial arts studio. Try to discourage this, but it not a significant issue. Usually there is enough parking, and owners and users are OK with where parking is currently located.*
  - *Parking can be tough at popular places.*
  - *Discussed problems turning movements at intersections such as Deets.*
  - *Asked if growth brings crime.*

## General impressions of growth

- *Need alternate routes for increasing traffic.*
- *Keep developing Keizer Station if there is capacity to. (City notes that what appears to be vacant land near Keizer Station is Chemawa tribal land and the City cannot develop that land.)*

## What do you want from City?

- *Invest in older neighborhoods.*
- *Improve sidewalks in neighborhoods (and connections to River Road).*

## Other questions and interests

- *In terms of shopping in Keizer and in the corridor, really like and use the new Waremart (a smaller format of Winco). Also shop for groceries at Fred Meyer. Used to grocery shop more at Safeway (but it has gotten more expensive) and at Target but prefer Waremart. Use Keizer Station for other, non-grocery shopping.*
- *Generally like the current restaurants on River Road.*

## Potential Policy and Investment Options

8. What should the City do to support businesses and improve livability along the River Road/Cherry Ave corridors? We'd like to hear your thoughts on the following potential actions:
  - *Changes to zoning, such as: increasing allowed heights; reducing parking requirements; allowing for mixed use development; allowing certain adjacent areas to be zoned for higher-density development; and becoming less prescriptive and more "performance" oriented with zoning requirements.*

- Improving infrastructure to support and entice growth within the corridor, or providing financial incentives.
- Implementing more immediate, small-scale improvements such as clean-ups, street sweeping, wayfinding, etc.
- Investing in outreach, marketing, or technical assistance to the business community for economic development.
- Developing business retention and relocation tools to retain local business during periods of growth.
- Storefront improvement support.
- Hosting events to build community and attract visitors, such as farmers markets, festivals, or periodic extended-hours shopping and dining (i.e. First Fridays, etc.).

#### Other Ideas

9. Is there anything that we didn't talk about that you would like to share?



# Keizer Revitalization Plan

## Stakeholder Meetings - Session 6

- Discussion notes are provided below in italics. -

### Discussion Topics:

#### Existing Conditions

1. What is your interest in, or experience with, River Road and/or Cherry Avenue and surrounding area? (e.g., business owner, business customer, live nearby, all of the above, etc.)
  - *Ignacio – Here with his wife Alicia. 18-year resident. Lives on Apple Blossom. Concerned about intersection of Cherry and Parkway. He has not encountered accidents but a lot of congestion (up to a 15-minute wait). Talks regularly with neighbors, including discussion about the community. Would like another multi-purpose store, such as a Walmart, because he doesn't want to have to travel as far for that. Curious about potential development in empty parking lot near Safeway.*
  - *Alicia – Here with her husband Ignacio. A lot of businesses on Cherry, where cars getting in lanes/center lane, think it is backing up to River Road; do they need light or stop sign or something to help regulate traffic and let it flow; especially challenging for those needing to get to work at certain time; very grateful for new Waremart, wanted a Walmart but apartments got built where they thought a Walmart would/could go; would go to Fred's, now Waremart; lives by Apple Blossom, community who knows who we are/knows neighbors; most interested in traffic*
    - *Note: Ignacio and Alicia are Spanish-speakers, and Pastor Dominguez provided translation.*
  - *Ron – An engineer who is a resident (of 10 years) and patron in the corridor. Drives down River Road every day to work in Salem. Interested in development prospects, and most interested in traffic. Wants to see the corridor thrive. Visits River Road businesses for personal services. Would like to see more offices and employment in the corridor. Shared his printed notes.*
2. What's your general impression of River Road/Cherry Ave and adjacent development—how it looks, feels, functions, etc? What are the strengths and weaknesses?
  - *Would like more buildings, more stores and commerce, but not necessarily big buildings.*
  - *Like the look of River Road, and Cherry Avenue is improving (notes the improvements to Bi-Mart in particular).*
  - *Like having commercial uses on the busy road (River Road), with denser housing behind it, and less dense housing behind that.*
  - *Challenge of traffic being funneled into a single corridor. [Ron's notes]*
3. Thinking about the land along River Road and Cherry Ave:
  - Do you think there's enough retail and shopping opportunities?
  - What about offices and professional services?
  - Do you think there should be more, and a variety of apartments? This could include apartments above retail or office space (mixed-use).

- There are some townhouses at the north end of the corridor, near Staats Lake. Would you like to see more of that type of housing?
- Do you think this area needs more gathering places? This could include things like plazas and small parks but also restaurants and cafes with outdoor seating.
- Do you think this area's aesthetic appeal needs improvement?
  - *(See responses to the previous question.)*
  - *All participants agreed that there should be more restaurants in the corridor.*
  - *Support some denser housing on River Road, but question whether market would support it.*
  - *Want more commercial uses and other active uses on Cherry Avenue; currently it seems dead or dry ("seco").*
  - *Avoids Cherry Avenue, River Road, and big roads.*
  - *There is enough shopping, professional services, and apartments in the corridor, but more office buildings, industrial uses, and other work places of that sort are needed, along with townhomes and gathering places. The aesthetic appeal of River Road is good while the appeal of Cherry Avenue could use improvement. [Ron's notes]*

### Goals for Future Development

4. These are some of the goals identified in the Keizer Compass / Community Vision 2029 plan developed in 2009. How important are these goals, in terms of future development along River Road and Cherry Ave (e.g., very important, not important at all or somewhere in between)?
  - Increasing the supply of housing and providing a variety of housing options
    - *Very important. [Ron's notes]*
  - Encouraging a variety of transportation options including buses, walking, and bicycling
    - *Feel safe walking, follow rules, use and appreciate sidewalks, do not ride a bike*
    - *Somewhat important. These modes are very interrelated. [Ron's notes]*
  - Supporting or encouraging mixed-use development
    - *Very important, still none to limited mixed-use development in corridor. Very important to have jobs closer to housing (instead of traveling to Salem for work) and to support local businesses. [Ron's notes]*
  - Providing community gathering places
  - Creating an identifiable downtown area
    - *Very important, although not sure how to do this. [Ron's notes]*
  - Being a destination for visitors
    - *Like this idea.*

- *Would like to see attractions that would make familia want to come visit and even move to Keizer.*
  - *Yes, important. Explore ideas for events and places for visitors like a light parade and a rapids park. Keizer Station is important. [Ron's notes]*
  - *All of the ideas above are complementary, build community, and can create less traffic (e.g., closer jobs, more transportation options). Support them overall. When asked by City staff to prioritize, one participant felt that supporting local businesses and continuing to diversify (mix) uses are most important.*
5. If you had a magic wand and could remake the River Road/Cherry Ave corridor however you'd like, what would that look like? / Places you like
- *Really like City Hall. Solid, pretty building Enjoy its setting, the park nearby, attractive for visitors.*
  - *Like the small park near the river off of Apple Blossom. Appreciate improvements to that park.*
  - *When grandkids visit, would really like recreation area (e.g., with a pool) with vendors (e.g., fruit/ice cream shop). Really like improvements made to the riverside park. (A Salem park?)*
  - *Would like to change traffic reliance on this north-south corridor. Would like changes to traffic signals at Salem border and at Broadway. [Ron's notes]*

#### Market Conditions for Development

6. The current zoning allows for 3 and 4 story construction. How tall to you think is too tall for River Road/Cherry Ave (status Quo, some increase, or sky's the limit)?
- *Existing maximum height seems fine, recognizing that buildings are not currently built to the maximum height.*
  - *Supports some increase in height. Sees this as related to market demand, and that buildings are not as tall to date because demand has not been high. Could see this changing as land supply becomes more limited. [Ron's notes]*
7. We know that any/all population growth can bring additional traffic and impacts to public services. How do you feel about that?
- *(See other interview responses.)*
  - *Feels that some people may have idealized Keizer as the bedroom community of their childhoods. Thinks that growth needs to come from within so that jobs can be filled by community members and traffic needs can be reduced. [Ron's notes]*
  - *Related to questions previously included in the discussion guide (re: more apartments and condos, and demand for new, possibly more expensive housing units), feel that the corridor is a good place for apartments but is not sure about market support for condos. Thinks that higher-end housing could work. [Ron's notes]*

#### Potential Policy and Investment Options



8. What should the City do to support businesses and improve livability along the River Road/Cherry Ave corridors? We'd like to hear your thoughts on the following potential actions:

- Changes to zoning, such as: increasing allowed heights; reducing parking requirements; allowing for mixed use development; allowing certain adjacent areas to be zoned for higher-density development; and becoming less prescriptive and more “performance” oriented with zoning requirements.
  - *Support all of these changes. [Ron's notes]*
- Improving infrastructure to support and entice growth within the corridor, or providing financial incentives.
  - *To be accessible. Best to be a civic venture. [Ron's notes]*
- Implementing more immediate, small-scale improvements such as clean-ups, street sweeping, wayfinding, etc.
  - *Yes, support this. [Ron's notes]*
- Investing in outreach, marketing, or technical assistance to the business community for economic development.
  - *Work with Keizer Chamber of Commerce. [Ron's notes]*
- Developing business retention and relocation tools to retain local business during periods of growth.
  - *Yes, continue to increase efforts to help local businesses to thrive. [Ron's notes]*
- Storefront improvement support.
  - *Yes, this improves the land so that there is more to go around. [Ron's notes]*
- Hosting events to build community and attract visitors, such as farmers markets, festivals, or periodic extended-hours shopping and dining (i.e. First Fridays, etc.).
  - *Yes, this is what we see the community doing. Be sure not to detract from citizen volunteer structures and efforts. [Ron's notes]*

#### Other Ideas

9. Is there anything that we didn't talk about that you would like to share?

- *Appreciate that we contacted pastor and that the pastor contacted congregants, and that we came here. Like being able to tell us about their city.*
- *Really love the peacefulness here. Love their neighbors.*
- *Concerned about reliance on River Road as main corridor. Like Glen said earlier in the interview – more uses within corridor can reduce through trips.*
- *Concerned about intersection with Salem (at Broadway).*



# Keizer Revitalization Plan

## Stakeholder Meetings - Session 7

- Discussion notes are provided below in italics. -

### Discussion Topics:

#### Existing Conditions

1. What is your interest in, or experience with, River Road and/or Cherry Avenue and surrounding area? (e.g., business owner, business customer, live nearby, all of the above, etc.)
  - *Richard Walsh – Has a law practice at Staats Lake. Served on City Council 2000-2010. Was involved in River Road Renaissance Plan.*
  - *Joe Tillman – Resident of SE Keizer. Serves on Traffic Safety committee.*
  - *Cyndi Michael – Owns Keizer Nursery (between Arby's and Taco Bell). Lives right behind the nursery, which has been there 20 years. Just signed a lease for a tire shop (has been interested in redevelopment/re-use for a while), which is a year-to-year lease for now.*
2. What's your general impression of River Road/Cherry Ave and adjacent development—how it looks, feels, functions, etc? What are the strengths and weaknesses?
  - *Weaknesses include the aesthetics of parking adjacent to the road, some unattractive buildings, and not as much landscaping as there could be, although there is more now since implementation of River Road Renaissance projects*
  - *Regard Lake Oswego avenues as an example.*
  - *Develop revenue source for landowners to make improvements.*
  - *Sidewalks seem dangerous, so close to heavy traffic and so many dips/driveways, especially challenging for wheelchairs, etc.*
  - *Project on north-south Verda in Transportation System Plan (TSP), which just extends to Lockhaven and siphons from Lockhaven and not necessarily River. Going beyond TSP project to extend improvement south of Lockhaven (and create a parallel route and alternative to River) would likely meet with political resistance from residents.*
  - *Improve experience (sidewalks, landscaping, bike lanes) on River/Cherry.*
  - *Spends a lot of time on road at nighttime and would like more/better street and outdoor lighting. Existing PGE lighting is poor plus building lighting (e.g., AKS) is too bright and undirected;*
  - *Consider counterflow lane on River for peak travel periods.*
  - *Provide signage for bikes when bike lanes drop, direct to low-stress streets. (Need more treatments on low-stress streets?)*
3. Thinking about the land along River Road and Cherry Ave:
  - Do you think there's enough retail and shopping opportunities?
  - What about offices and professional services?
  - Do you think there should be more, and a variety of apartments? This could include apartments above retail or office space (mixed-use).

- There are some townhouses at the north end of the corridor, near Staats Lake. Would you like to see more of that type of housing?
- Do you think this area needs more gathering places? This could include things like plazas and small parks but also restaurants and cafes with outdoor seating.
- Do you think this area's aesthetic appeal needs improvement?
  - *Would like gathering places like a brew pub.*
  - *Rooftop dining*
  - *More identity and signage. (conversation referenced an existing debate at the City)*
  - *More nightlife/nighttime activity places.*
  - *Unanimous support for more sit-down restaurants.*
  - *Already so many gas stations and coffee shops.*
  - *Would like more density. Think of Salem residents relocating in Keizer, commuters to Portland Metro area.*
  - *Consider the limitations of existing demographics and lower incomes. For example, would like more wine, cheese, and gallery type businesses and places but not sure if income levels in the community would support that.*
  - *Unanimous support for providing more for kids to do.*
  - *Would like a movie theater.*
  - *Want more sidewalks in adjacent neighborhoods. When asked by City staff about paying for these improvements, may be willing to pay for in installments but not as large lump sum.*
  - *Sidewalks provide and improve safety and aesthetics.*

#### Goals for Future Development

4. These are some of the goals identified in the Keizer Compass / Community Vision 2029 plan developed in 2009. How important are these goals, in terms of future development along River Road and Cherry Ave (e.g., very important, not important at all or somewhere in between)?
  - Increasing the supply of housing and providing a variety of housing options
  - Encouraging a variety of transportation options including buses, walking, and bicycling
  - Supporting or encouraging mixed-use development
  - Providing community gathering places
  - Creating an identifiable downtown area
  - Being a destination for visitors
    - *Like the idea of a landmark like a 45<sup>th</sup> parallel Arch. (In an old plan?). It's a project that could pay for itself.*
    - *Not enough safe places to cross the road in the southern part of the corridor.*
    - *Can a community space be created at the Christmas tree? (However, this place where Cherry Avenue and River Road intersect would need to be made more pedestrian friendly, if so.)*
5. If you had a magic wand and could remake the River Road/Cherry Ave corridor however you'd like, what would that look like?

## Market Conditions for Development

6. The current zoning allows for 3 and 4 story construction. How tall to you think is too tall for River Road/Cherry Ave (status Quo, some increase, or sky's the limit)?
  - *Generally feel OK about growth in the area.*
  - *The UGB will protect the city from "growing like crazy"*
7. We know that any/all population growth can bring additional traffic and impacts to public services. How do you feel about that?

## Potential Policy and Investment Options

8. What should the City do to support businesses and improve livability along the River Road/Cherry Ave corridors? We'd like to hear your thoughts on the following potential actions:
  - Changes to zoning, such as: increasing allowed heights; reducing parking requirements; allowing for mixed use development; allowing certain adjacent areas to be zoned for higher-density development; and becoming less prescriptive and more "performance" oriented with zoning requirements.
  - Improving infrastructure to support and entice growth within the corridor, or providing financial incentives.
  - Implementing more immediate, small-scale improvements such as clean-ups, street sweeping, wayfinding, etc.
  - Investing in outreach, marketing, or technical assistance to the business community for economic development.
  - Developing business retention and relocation tools to retain local business during periods of growth.
  - Storefront improvement support.
  - Hosting events to build community and attract visitors, such as farmers markets, festivals, or periodic extended-hours shopping and dining (i.e. First Fridays, etc.).
  - *Would like to see improvements driven and implemented by development (e.g., Keizer Station) and urban renewal.*
  - *If a new urban renewal area is formed, take it all the way up the Lockhaven corridor.*
  - *Look for ways to connect bike boulevards in Salem (e.g., on Maple) to Cherry.*

## Other Ideas

9. Is there anything that we didn't talk about that you would like to share?



# Keizer Revitalization Plan

## Stakeholder Meetings - Session 8

- Discussion notes are provided below in italics. -

### Discussion Topics:

#### Existing Conditions

1. What is your interest in, or experience with, River Road and/or Cherry Avenue and surrounding area? (e.g., business owner, business customer, live nearby, all of the above, etc.)
  - *Dennis Blackman – Owner of Copper Creek Mercantile. Has owned this store for about 20 years and has been in business in Keizer for about 30 years. Also owns businesses elsewhere. (Copper Creek Mercantile offers supplies for pets, home décor, and the garden/yard, and customers have a range of incomes.)*
  - *Carolyn Homan – Has lived in Keizer since 1995, on Sunset near River Road. West Keizer Neighborhood Association (WKNA) Board Member. (West Keizer lies west of River Road and south of Chemawa Road.)*
  - *Gary Blake – WKNA Past President and current Board Member. Lives near Cummings Elementary School and has been in the area for about 15 years. In the construction business (manufactured homes and site development) all over the state, although not necessarily in Keizer.*
2. What's your general impression of River Road/Cherry Ave and adjacent development—how it looks, feels, functions, etc? What are the strengths and weaknesses?
  - *Most struck by “healthy” traffic; healthy in that there is a lot of traffic and businesses need that.*
  - *Like variety of businesses in corridor.*
  - *Some of the best feedback for this project should come from business owners in the corridor.*
  - *Want the City and developers to work together to implement a vision, and want to assist and enhance businesses.*
  - *Traffic volumes and speed stand out.*
  - *Crossings are challenging in the southern part of the corridor.*
  - *Some businesses are small and you cannot see them when going by at speed.*
  - *Cherry is not attractive. It does not have enough businesses or active uses. Would like it to be more of a gateway to Keizer.*
  - *There is a line between having enough traffic to support businesses and heavy traffic that people will seek to avoid.*
  - *Speeds are too fast on River Road, which make visibility and access hard for uses/businesses along River Road. 40 mph is too fast. [As a note, River Road is a City road and is classified as an arterial.] The City asked whether a 30 mph speed limit was more appealing and participants answered yes, that it would help businesses. (The City has more authority from the state now to change speed limits on local roads.)*

- *A lower speed limit plus landscaping makes lower speed limits more effective; landscaping helps make a place more attractive and one that you enjoy rather than want to rush through.*
  - *Improvements to existing conditions including lower speeds and more landscaping should encourage pride in ownership.*
  - *Concerned about regular and safe crossings.*
3. Thinking about the land along River Road and Cherry Ave:
- Do you think there's enough retail and shopping opportunities?
  - What about offices and professional services?
  - Do you think there should be more, and a variety of apartments? This could include apartments above retail or office space (mixed-use).
  - There are some townhouses at the north end of the corridor, near Staats Lake. Would you like to see more of that type of housing?
  - Do you think this area needs more gathering places? This could include things like plazas and small parks but also restaurants and cafes with outdoor seating.
  - Do you think this area's aesthetic appeal needs improvement?
    - *Duplication in businesses.*
    - *[Glen noted that grocery stores have not been requested in the interviews today (other than Walmart, which provides much more than groceries), suggesting that people may be satisfied with existing grocery services.]*
    - *Businesses and the market should make the determination as to what uses to develop more or less of. Want City to help provide the basis for vibrant business (e.g., traffic management, clear vision, "good easy pathway for growth and visibility" with guidance from business owners).*
    - *Want more sit-down restaurants and bakeries.*
    - *Will walk short distances from Sunset (marked bike/ped shoulder) to River, but generally distances to businesses/uses on River Road too long to walk to.*
    - *The corridor needs a greater range of incomes, including residents with higher incomes, to patronize its businesses and help it redevelop.*
    - *Note and support where business clusters/shopping centers are successful (e.g., Keizer Station, Bi-Mart, Goodwill).*
    - *Signage is important, and if speeds are lower, then smaller signs can be seen and larger signs are not needed. [Note: The City is in the midst of a sign code update.]*
    - *When asked whether regulations requiring parking to be located to the side or rear of buildings and/or entrances to be oriented to the street are appealing, some participants said yes, but that they believe that the City may already have some of those regulations.*
    - *Cannon Beach and Albany provide good examples. Cannon Beach slowed speeds and require parking to the side of buildings. Albany has a one-way couplet, clustered parking, and trees. Use features like decorative signposts, art, and tree type as community identifiers, to create binding and uniform design elements that are consistent and easy to maintain.*
    - *Bring back the idea of landscaped medians and channelized turning? More annoying than pleasant?*

## Goals for Future Development

4. These are some of the goals identified in the Keizer Compass / Community Vision 2029 plan developed in 2009. How important are these goals, in terms of future development along River Road and Cherry Ave (e.g., very important, not important at all or somewhere in between)?
  - Increasing the supply of housing and providing a variety of housing options
  - Encouraging a variety of transportation options including buses, walking, and bicycling
  - Supporting or encouraging mixed-use development
  - Providing community gathering places
  - Creating an identifiable downtown area
  - Being a destination for visitors
  - *The housing/mixed-use development at Gaines and Broadway (approx. 4-story) is a good development example. Would like to see more development like that.*
  - *Would like more “vignettes” (mixed-use nodes, special spaces).*
  - *Would like a new movie house/theater. May need bigger parcels to support that, depending on the “format.”*
  - *Need a community that supports the community. Consider what future generations will want. Create an attractive environment to draw people to spend and invest.*
5. If you had a magic wand and could remake the River Road/Cherry Ave corridor however you'd like, what would that look like? / Places you like

## Market Conditions for Development

6. The current zoning allows for 3 and 4 story construction. How tall to you think is too tall for River Road/Cherry Ave (status Quo, some increase, or sky's the limit)?
7. We know that any/all population growth can bring additional traffic and impacts to public services. How do you feel about that?

## Potential Policy and Investment Options

8. What should the City do to support businesses and improve livability along the River Road/Cherry Ave corridors? We'd like to hear your thoughts on the following potential actions:
  - Changes to zoning, such as: increasing allowed heights; reducing parking requirements; allowing for mixed use development; allowing certain adjacent areas to be zoned for higher-density development; and becoming less prescriptive and more “performance” oriented with zoning requirements.
  - Improving infrastructure to support and entice growth within the corridor, or providing financial incentives.
  - Implementing more immediate, small-scale improvements such as clean-ups, street sweeping, wayfinding, etc.
  - Investing in outreach, marketing, or technical assistance to the business community for economic development.
  - Developing business retention and relocation tools to retain local business during periods of growth.
  - Storefront improvement support.
  - Hosting events to build community and attract visitors, such as farmers markets, festivals, or periodic extended-hours shopping and dining (i.e. First Fridays, etc.).



- *Would like stronger standards for requiring streetscape improvements from development.*
- *City asked if participants were OK with more congestion if speeds were slower. They responded that some people will appreciate the nicer environment but others may look for other ways around (e.g., Salem commuter passing through). Some annoyances and pushback will be worth what you gain for the community. E.g., people expect to go slow on Highway 43 in West Linn and Lake Oswego; people do adjust, especially when the trade-offs include economic development, more commercial and service options, and more attractive environments.*
- *Described idea of working to develop some nodes as “vignettes” with a mix of uses to create special places.*

### Other Ideas

9. Is there anything that we didn't talk about that you would like to share?



## Memorandum

**To:** Nate Brown & Shane Witham, City of Keizer

**From:** Kate Rogers & Glen Bolen, Otak, Inc.

**Copies:** Dina Russell, City of Keizer  
David Helton, ODOT  
Shayna Rehberg & Matt Hastie, Angelo Planning Group

**Date:** May 9, 2018

**Subject:** Keizer Revitalization Plan – Public Event #1 Summary

**Project No.:** 17428A

This memo summarizes the first public event for the Keizer Revitalization Plan. Attached to the summary are the transcribed written comments from the event, and photographs of activity boards and flipcharts.

### Event Details

Public Event #1 was held from 6-8 PM on April 26, 2018 at Keizer Civic Center. The event was led by Nate Brown and Shane Witham with assistance from consultants Kate Rogers and Tina Fuenmayor from Otak and Matt Hastie from Angelo Planning Group. The event started out with a short presentation by Nate, Matt, and Kate that included an overview and status update on the project. After that, attendees were welcomed to join informal discussions with the project team and provide written comments at three stations representing sub-areas of the larger planning area. Each station had a large aerial map centered on a key intersection of River Road within the study area: Lockhaven Drive, Chemawa Road, and Cherry Avenue. Some participants placed numbered stickers on the maps, and made geographically-specific comments. Others made general comments about the corridor segment or study area overall. Some recorded their own comments, while others' comments were transcribed by project team members. Attendees were also welcomed to participate in a "dot exercise" in which they indicated their support for various draft project goals and objectives. Comment forms were provided, but only one attendee returned a completed form; all other comments were captured on the flipcharts. There were 26 attendees in total (excluding the project team).

### Summary of Participant Feedback

#### Overall

Transportation issues received a lot of comments from participants. Commenters conveyed a general concern about existing congestion and access issues along River Road and Cherry Avenue, as well as concern about increased congestion that might come with new development. Participants also identified a number of locations within the study area where pedestrian conditions are unsafe, and where additional crossings or protections are needed.

In general, participants' comments suggested that although they have concerns about traffic congestion and safety in the area, they also are open to new development and redevelopment within the study area. Participants

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identified some specific opportunity sites for new development, or for redevelopment of underused sites. Commenters also noted that increased activity and additional shopping and dining opportunities would be welcome. There were also several suggestions for creating new—or enhancing existing-- gathering places within the study area.

In general, participants seemed to agree with the draft project goals and objectives to a large degree. Only two out of the 16 objectives received any “do not support” dots and in each of those cases, an equal number of other participants noted support for these objectives. At the same time, results indicated that some goals resonated more than others, with a number of them receiving a more significant number of “support” dots and other receiving no dots at all. However, it may be difficult to draw strong conclusions, since not everyone participated in the dot exercise. This is elaborated below.

### **Lockhaven Drive Board**

Several participants noted redevelopment opportunities on the Lockhaven board. These included the large empty fields on either side of River Road, just south of Manzanita Street; two partially empty buildings in the Waremart shopping center; and the shopping center at the northwest corner of Chemawa and River Road. There were a few concerns about the traffic and parking issues that might come with development.

A few participants commented on the need for more family activities and gathering places. In reference to a different part of the corridor, one participant noted that she didn’t always feel safe in south Keizer and offered the idea of outreach with local law enforcement and more community events as ways to address safety concerns here. One participant noted that people like the small-town feel of Keizer, but want the amenities of a bigger city, including more options for shopping (clothing, home and garden stores, etc.). A few people also noted the need for more crosswalks and a traffic signal at the entrance to the Waremart complex.

### **Chemawa Road Board**

Comments on the Chemawa board focused primarily on traffic issues at specific points, and on the need for more activities along the corridor. Participants noted difficult intersections or access points at the following locations: the alley north of La Hacienda Real, the driveways into Safeway from both River Road and Chemawa, and the driveways into Starbucks and Dutch Bros. There were two comments about potential locations for gathering places: one at the Christmas Tree / Walery Plaza site, and one potential pocket park site at the southeast corner of Claggett and River Rd. Participants also commented on the lack of activities for families, and on the need for a wider variety of restaurants and food choices.

### **Cherry Avenue Board**

Comments at this station focused heavily on traffic and pedestrian safety concerns. The following issues were identified:

- Traffic issues around the intersections of Cherry Ave and River Rd, and Manbrin Dr and Cherry Ave; traffic backs up on Manbrin at Cherry
- Pedestrian crossing needed at the intersection of Apple Blossom Ave and River Road; a rapid flashing beacon was suggested as a possibility
- More safety islands needed to enhance crossings
- Vegetation at Sam Orcutt Way and Cherry Ave blocks views
- Left turns onto River Road are difficult
- [from comment form:] install a roundabout where River Rd and Broadway St split

A few participants also commented on bus operations, with one commenter noting that there are too few bus stops on Cherry Ave, and another suggesting that buses need pull-outs so they don’t create congestion (this comment was echoed in the completed comment form). There were also comments about River Road’s inadequate (or nonexistent) bike facilities, in comparison to Cherry’s adequate facilities.

There were several comments about potential locations for gathering places, including a reiterated suggestion for an enhanced plaza at the Christmas Tree site, and a potential pocket park at the southwest corner of Juedes Ave and River Rd. A commenter also suggested the Keizer Village Shopping Center as a potential location for a youth recreation center. Lastly, a participant commented on the potential for higher use of the industrial sites within the residential and commercial areas of Cherry Ave and River Rd.

### Goals & Objectives Exercise

For the most part, participants of this “dot exercise” either indicated support for the goals and objectives, to varying degrees, or did not vote. There were only two goals that received votes in the “do not support” category. Below is a summary of the most and least supported goals, as well as one goal that received mixed support.

#### Most supported (5 or more supporting dots)

- Well-maintained roads that control and mitigate traffic congestion. [8 votes]
- Zoning and land use regulations that provide opportunities for a variety of living-wage jobs. [7 votes]
- A variety of housing for the range of community member incomes, needs, and preferences. [6 votes]
- Support existing businesses and new businesses including through implementation of public and private sector incentives, investments and partnerships. [5 votes]
- Proximity and mix of uses in development centers that community members can walk, roll, or drive (short distances) to access. [5 votes]
- Enhanced access to parks and the creation of gathering spaces that are accessible to all community members. [5 votes]

#### Mixed support (mix of support and do not support dots)

- Friendlier environments and slower traffic speeds that help facilitate walking and rolling on River Road and Cherry Avenue, through landscaping, crossings, and fewer driveways. [3 in support; 2 not in support]

#### Least supported (0-1 dots)

- The creation of centers along the corridor, with transitions between them. [1 in support, 1 not in support]
- Development (uses and design) that is consistent with Keizer’s small-town character. [no votes]
- A mix of uses that makes more efficient use of existing and new infrastructure. [no votes]
- Enhanced safety and minimal conflicts between different types of transportation modes. [no votes]

[All other goals received 1 to 4 votes in support].

## Transcribed comments

### Lockhaven Drive

[Note: Kate filled in a few notes from her recollection]

- **Numbered Comments** [location noted in brackets]
  1. [building south of Waremart] Redevelopment opportunity (mixed use); portion of building vacant for 7-8 years
  2. [strip center at NW corner of Chemawa @ River] Roth Building--redevelopment opportunity (mixed use)
    - Building(s) should be facing Chemawa
    - Could be a draw for young people
  3. [Waremart driveway] Need a traffic light – a lot more congestion now
  4. [large fields south of Manzanita St] Good development opportunities – both sides of River Rd
  5. [building NE of Waremart on Lockhaven] Redevelopment opportunity
  6. [site on Harmony Dr] New houses being built here

- **General Comments**

- There's a new 4-story building on Broadway – something similar could be good here
- Cyclists won't ride on River Rd – bikes often on sidewalks
- Keizer has lots of infill opportunities
- Need better connectivity between sites – alleys to get between sites without being on River Rd?
- Need more crosswalks
- No alternative to River Rd going north-south
- Possible idea: outreach with local law enforcement
- Create a gathering place / farmers market
- Don't feel comfortable in the south end of Keizer
- Need community events; I want to get to know community members from other parts of town
- People like the small town feel but want the amenities of a bigger city
  - Shopping – clothing, etc.
  - Cute shops – boutiques, home and garden
  - Attract visitors – if visitors don't want to be here, why should we?
  - Need to attract business
- Could there be rules for businesses similar to an HOA? Some way to ensure responsibility for maintaining nice appearance
- Southern Keizer often gets overlooked – this is the gateway to the city
- Lockhaven has opportunities – it's sited between residents of north Keizer and the southern parts of the corridor
- Don't forget about the fringes of town
- Concerned about parking and traffic with new development – need parking minimums
- It's okay if the city grows as long as it's done right
- Comment about Cherry Ave map:
  - Walery Plaza – make this a nice plaza for events; needs to be bigger; this intersection is hazardous (not safe)

## Chemawa Road

- **Numbered Comments** *[location noted in brackets]*

1. *[Christmas tree]* Make the Christmas tree a gathering place
2. *[Keizer Community Church]* Emergency access during parades
3. *[alley north of La Hacienda Real]* This intersection is very busy and very dangerous
4. *[general location]* Lack of entertainment/things to do for families indoors (other than parks)
5. *[Safeway driveway from Chemawa]* Safeway access/exit problems
  - Variety of restaurants – food choices
  - Will the multifamily market affect rent housing (housing market)?
6. *[general location on River Rd]* Identify specific locations for bus pullouts on River Rd
7. no comment recorded
8. *[Starbucks/Dutch Bros]* Access points and traffic create conflicts with traffic to and from Dutch Bros & Starbucks
9. *[Safeway driveway from River]* Difficult access point; gas station will exacerbate traffic issues here. Also won't have good egress to north (Chemawa) to turn left.
10. *[SE corner of Claggett @ River]* Potential pocket park site

- **General Comments**

- Minimum, consistent level of landscaping and maintenance is important and affects people's perceptions of the area. Should be required and/or done by the City if people don't do it.

**Cherry Avenue**

Comment: south four blocks cut off map

- **Numbered Comments** *[location noted in brackets]*

1. *[Christmas Tree]*
  - Cherry Ave – expand Walery Plaza for xmas event and others – add fountain? & benches [+2]
  - North end of Cherry intersection is a hazard – limited sight
2. *[Manbrin @ Cherry intersection]*
  - Manbrin @ Cherry backs up – flashing red needs signal coordination with signal on River Rd @ Manbrin
  - Close Cherry From Manbrin to River Rd – no thru traffic
3. *[Sam Orcutt Way @ Cherry intersection]* Vegetation on River Rd at Orcutt SE quad blocks view of oncoming northbound traffic
4. *[Cade Ave east of River]* Gravel road – pave?
5. *[site ate SE corner of Juedes @ River]* Pocket park north of Faith Lutheran?
6. *[near Uptown Music]*
  - Huge billboards are ugly
  - Fatalities in far south end of Keizer
7. *[site at SE corner of Candlewood @ Cherry]* Industrial sites in residential/commercial areas – potential for higher use?
8. *[median in River south of Manbrin]* Safety island – need more, especially on River Rd
- 9-10. No comments recorded
11. *[Keizer Village Shopping Center]* Potential location for youth recreation center

- **General Comments**

- Too few bus stops on Cherry – services cut
- Cherry has more room for bikes – S. River Rd constrained
- W.V. Scenic bikeway uses River Rd route to Cherry instead
- Put bus stops out of travel lane – creates congestion especially at Manbrin [+2]
- Traffic on River Rd – difficult to make left turn onto River Rd
- More commuter traffic?
- South River Rd – ped crossing @ Apple Blossom
  - T intersections = multiple crossing; needs sorting out
  - South River Rd tavern & Apple Blossom – pedestrian crossing
  - Activity RRFB? Pedestrian island?
- Lack of signals on South River Rd = constant flow
- MU – residential over retail opportunity at existing one-story commercial sites
- Trees on Cherry a big improvement
- Trees on River Rd cut when expanded; need more trees on River Rd
- Encourage infill of parking lots
- Does City have minimum & maximum parking standards?

**Comment Form**

As noted above, only one filled comment form was returned. Those comments are transcribed below:

*KRP – Public Event #1 Summary*

- Improve efficiency of highway system (auto/truck) by putting in bus “pull out.” When bus is on River Road it makes traffic move into single lane with much traffic “weaving” and safety issues. Identify specific locations in plan for bus pull out. Not general policy or Transit District; will need implementation.
- Work with Salem in Regional Planning Process to install “traffic circle” where River Road N and Broadway split (Stark St N). This would improve traffic movement and identify Keizer.
- Connect/complete alleys and parking lots paralleling River Road so customers can go a block or more without entering River Road.



## Goals & Objectives Exercise

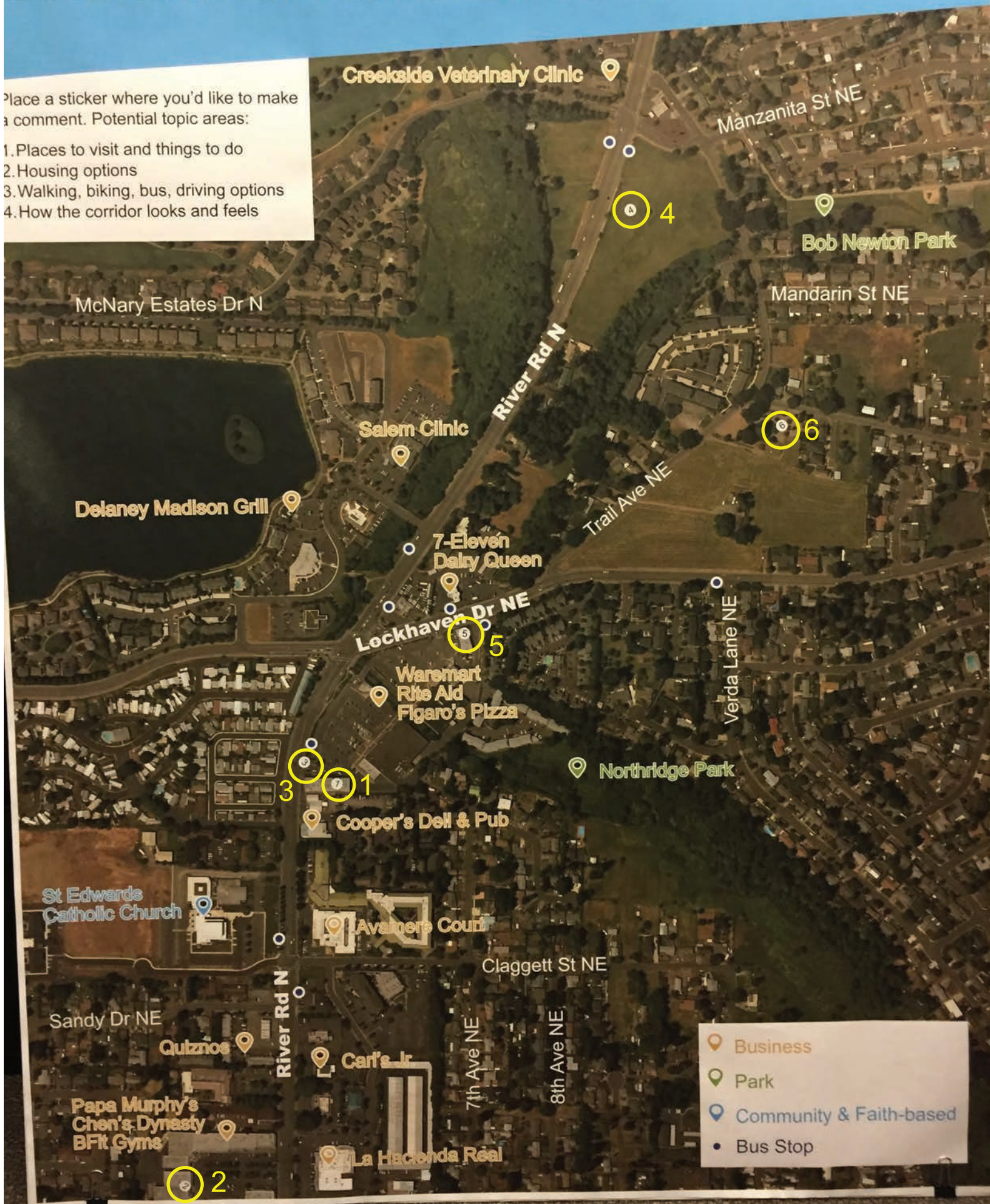
	Support	Do not Support	Not Sure
<b>A Thriving, Diverse Corridor</b>			
Zoning and land use regulations that provide opportunities for a variety of living-wage jobs.	7		
A range of goods and services for all.	3		
Supports existing businesses and new businesses including through implementation of public and private sector incentives, investments and partnerships.	5		
A variety of housing for the range of community member incomes, needs, and preferences.	6		
The creation of centers along the corridor, with transitions between them.	1	1	
A strong and unified identity communicated through streetscape design elements.	1		
Spaces for gathering and other places that celebrate the strength of community and family in the corridor.	2		
<b>Thoughtful Growth and Redevelopment</b>			
Development (uses and design) that is consistent with Keizer's small-town character.			
A mix of uses that makes more efficient use of existing and new infrastructure.			
Proximity and mix of uses in development centers that community members can walk, roll, or drive (short distances) to access.	5		
Public improvements and private development that create an attractive, distinctive identity for the area.	2		
<b>Excellent Transportation and Public Facilities</b>			
A balanced set of transportation options, including transit, walking, bicycling, and driving that provide good access the development centers and public spaces in the corridor.	4		
Transit access focused at development centers in the corridor.	4		
Enhanced safety and minimal conflicts between different types of transportation modes.			
Well-maintained roads that control and mitigate traffic congestion.	8		
Well-maintained streets, and bicycle and pedestrian facilities.	4		
Friendlier environments and slower traffic speeds that help facilitate walking and rolling on River Road and Cherry Avenue, through landscaping, crossings, and fewer driveways.	3	2	
Enhanced access to parks and the creation of gathering spaces that are accessible to all community members.	5		



# Lockhaven Drive

Place a sticker where you'd like to make a comment. Potential topic areas:

1. Places to visit and things to do
2. Housing options
3. Walking, biking, bus, driving options
4. How the corridor looks and feels





COMMENTS?

LOCKHAVEN

vacant for 7-8 yrs

1. Redevelopment opportunity
  2. Redev opportunity
- } mixed use
- facing Chenawa
  - draw for young people

Cyclists want ride on River Rd - bikers often on sidewalks

3. Needs traffic light - a lot more congestion now

Keizer has lots of infill opportunities

Need better connectivity betw. sites - alleys to get betw sites without being on River Rd?

4. Good development opps - both sides of River

5. Redev. opp

Need more crosswalks

Cherry

Whaler's Plaza - make this a nice plaza for events - needs to be bigger

- this intersection is hazardous (not safe)

No alternative to River Rd going N-S

6. New houses

Don't want more apartments

Didn't know about Northridge Park

Need indoor activities for families



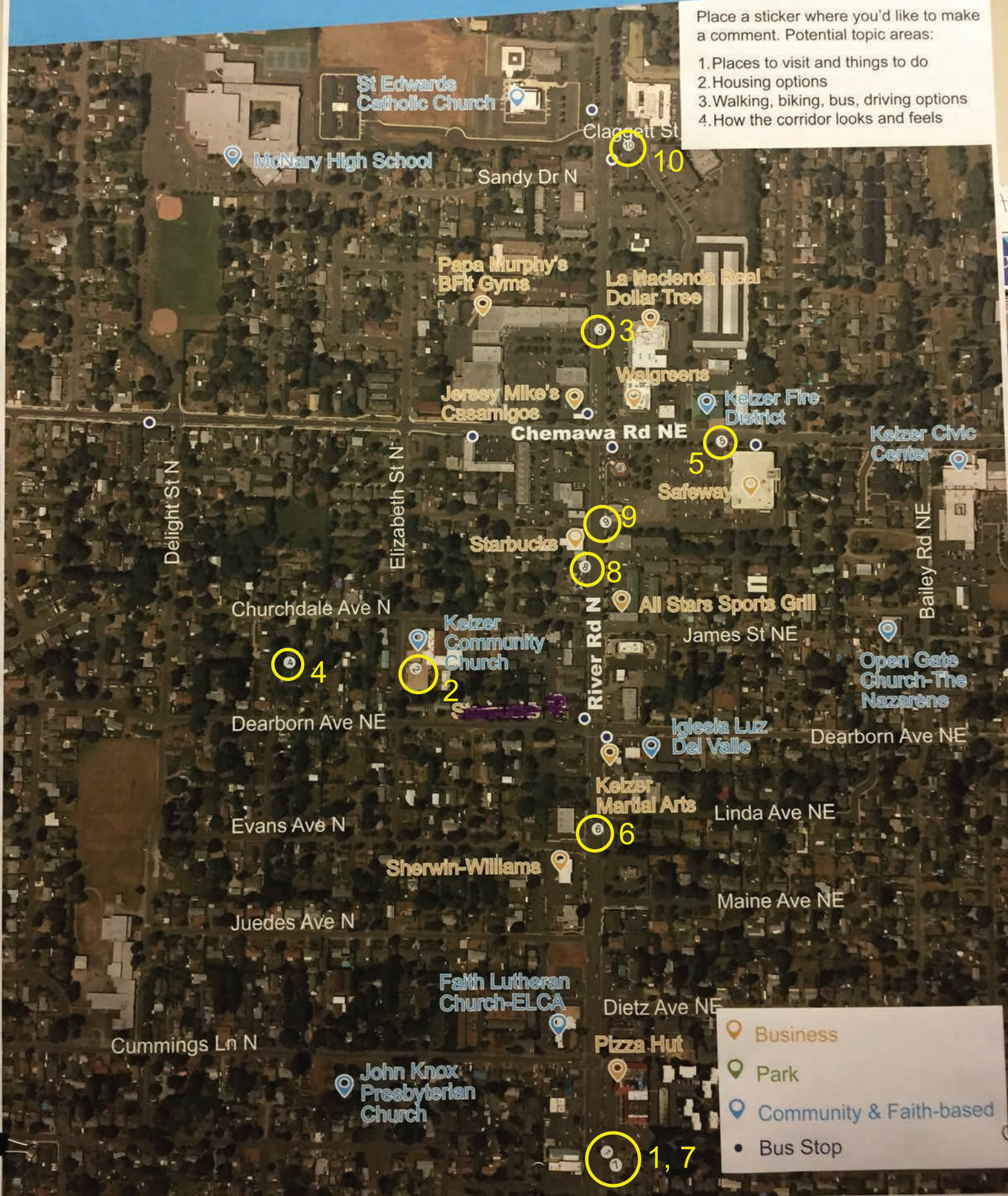
- OUTReach w/ local Law Enforcement
  - Gathering place / Farmer's market
  - Don't feel comfortable in south end of Keizer
  - Community events - getting to know community members
- People like the small town feel but want the amenities of a bigger city
- shopping - clothing, etc.
  - cute shops - boutiques, home + garden
  - attract visitors - if visitors don't want to be here, why should we?
  - need to attract businesses
- Rules for businesses like an HOA?
- Southern Keizer often gets overlooked — this is the gateway
- Lockhaven has opps — between residents of north Keizer + southern corridor
- Don't forget about the Fringes!
- Concerned about parking + traffic with new depts
- need parking minimums
- It's ok if the city grows as long as it's done right



# Chemawa Road

Place a sticker where you'd like to make a comment. Potential topic areas:

1. Places to visit and things to do
2. Housing options
3. Walking, biking, bus, driving options
4. How the corridor looks and feels







## CHEMAWA

COMMENTS?

- ① ~~⑦~~ Make the Christmas tree a gathering place
- ② Emergency access during Parade
- ③ This intersection is very busy and very dangerous.
- ④ Lack of entertainment/things to do for Families (other than Parks)  
INDOOR
- ⑤ Safeway Access/exit problems

Variety of Restaurants - food choices

- will the multi-family market affect rent housing? (housing market)
6. Identify specific locations for bus pullouts on River Rd.

General Comment: Minimum, consistent level of landscaping and maintenance is important and affects people's perceptions of the area. Should be required and/or done by the City if people don't do it.

8. Access points and traffic conflicts with traffic to and from Dutch Bros + Starbucks
9. Difficult access point; gas Station will exacerbate traffic issues here. Also won't have good egress to N (Chemawa) to turn left.
10. POTENTIAL POCKET PARK SITE



# Cherry Avenue

Place a sticker where you'd like to make a comment. Potential topic areas:

1. Places to visit and things to do
2. Housing options
3. Walking, biking, bus, driving options
4. How the corridor looks and feels



Business

Park

Community & Faith-based

Bus Stop



# COMMENTS?

CHERRY AVE/  
S. RIVER RD.

SOUTH 4 BLOCKS CUT OFF MAP -

FEW BUS STOPS ON CHERRY - SERVICES CUT

CHERRY HAS MORE ROOM FOR BIKES - S. RIVER RD  
CONSTRAINED

W.V. SCENIC BIKEWAY USES RIVER RD. - ROUTE TO  
CHERRY INSTEAD

PUT BUS STOPS OUT OF TRAVEL LANE - CREATES  
CONG ESP. AT MANBRIN + 2

① CHERRY AVE - EXPAND WALKER PLAZA FOR  
XMAS EVENT & OTHERS - ADD FOUNTAIN? + BENCHS  
+ 2

① N. END OF CHERRY INTERSECTION IS  
A HAZARD - LIMITED SIGHT

② MANBRIN @ CHERRY BACKS UP - FLASHING RED  
NEEDS SIGNAL COORD w SIGNAL ON RIVER RD @  
MANBRIN

①② CLOSE CHERRY FROM MANBRIN TO  
RIVER RD. NO THRU TRAFFIC



↑ TRAFFIC ON RIVER RD - DIFFICULT  
TO MAKE L. TURN ONTO RIVER RD.

MORE COMMUTER TRAFFIC?

PED XING @ APPLE BLOSSOM

T INTERSECTIONS = MULTIPLE ACROSSING  
NEEDS SORTING OUT

(3) VEGETATION ON RIVER RD AT ORCUTT BLOCKS VIEW  
OF ONCOMING N. BOUND TRAFFIC SE QUAD

[S. RIVER RD TAVERN @ APPLE BLOSSOM - PED XING  
ACTIVITY RREFB? PED ISLAND?

LACK OF SIGNALS ON S. RIVER RD = CONSTANT FLOW

(11) POTENTIAL LOCATION FOR YOUTH REC. CENTER

MU - RES OVER RETAIL OPPORTUNITY AT EXIST  
ONE-STORY COMMERCIAL SITES.

④ GRAVEL RD - PAVE?

⑤ POCKET PARK N. OF FAITH LUTHERAN?

⑥ HUGE BILLBOARDS ARE UGLY  
AND OTHERS

FATALITIES IN FAR SOUTH END OF KEIZER

⑦ INDUSTRIAL SITES IN RES/COMM AREAS  
POTENTIAL FOR HIGHER USE?

⑧ SAFETY ISLAND - NEED MORE ESP. ON  
RIVER RD.

TREES ON CHERRY A BIG IMPROVEMENT  
TREES ON RIVER RD CUT WHEN EXPANDED  
NEED MORE TREES ON RIVER ROAD

ENCOURAGE INFILL OF PARKING LOTS  
CITY HAVE MIN PARKING STDS?  
MAX " "




























































# Keizer Revitalization Plan

## DRAFT Goals and Objectives/Policies

The **Keizer Revitalization Plan** should build on previous planning efforts in the study area. The following draft goals proposed for the Keizer Revitalization Plan build on goals, policies and objectives from previous planning efforts and initial feedback from community members.

*Please use a dot to note your level of support for these goals in the table below.*

*[Por favor, use los puntos para marcar su opinion sobre las metas y objetivos]*

	 Support [Aprobar]	 Do not Support [No aprobar]	 Not Sure [No se]
<b>A Thriving, Diverse Corridor</b>			
Zoning and land use regulations that provide opportunities for a variety of living-wage jobs.	   		
A range of goods and services for all.	  		
Supports existing businesses and new businesses including through implementation of public and private sector incentives, investments and partnerships.	    		
A variety of housing for the range of community member incomes, needs, and preferences.	   		
The creation of centers along the corridor, with transitions between them.			
A strong and unified identity communicated through streetscape design elements.			
Spaces for gathering and other places that celebrate the strength of community and family in the corridor.	 		
<b>Thoughtful Growth and Redevelopment</b>			
Development (uses and design) that is consistent with Keizer's small-town character.			
A mix of uses that makes more efficient use of existing and new infrastructure.			
Proximity and mix of uses in development centers that community members can walk, roll, or drive (short distances) to access.	   		
Public improvements and private development that create an attractive, distinctive identity for the area.	 		
<b>Excellent Transportation and Public Facilities</b>			
A balanced set of transportation options, including transit, walking, bicycling, and driving that provide good access the development centers and public spaces in the corridor.	   		
Transit access focused at development centers in the corridor.	   		
Enhanced safety and minimal conflicts between different types of transportation modes.			
Well-maintained roads that control and mitigate traffic congestion.	    		
Well-maintained streets, and bicycle and pedestrian facilities.	   		
Friendlier environments and slower traffic speeds that help facilitate walking and rolling on River Road and Cherry Avenue, through landscaping, crossings, and fewer driveways.	  	 	
Enhanced access to parks and the creation of gathering spaces that are accessible to all community members.	    		



**KEIZER CITY COUNCIL/PLANNING COMMISSION  
COMMUNITY WORKSHOP MINUTES  
Monday, August 27, 2018  
Keizer Civic Center**

**ATTENDANCE:** Meeting convened at 6:00 p.m. Attendance was noted as follows:

**Councilors Present:**

Cathy Clark, Mayor  
Marlene Parsons  
Laura Reid  
Kim Freeman  
Bruce Anderson  
Roland Herrera

**Councilors Absent:**

Amy Ryan

**Consultants:**

Glen Bolen, OTAK  
Kate Rogers, Angelo Planning Group

**Planning Commissioners Present:**

Hersch Sangster, Chair  
Garry Whalen, Vice Chair  
Kyle Juran  
Josh Eggleston  
Matt Lawyer  
Michael DeBlasi  
Crystal Wilson

**Staff Present:**

Chris Eppley, City Manager  
Nate Brown, Community Development  
Shannon Johnson, City Attorney  
Shane Witham, Senior Planner  
Bill Lawyer, Public Works

## INTRODUCTION

Referring to the Draft Revitalization Plan, Mr. Brown explained that it contained valuable information that needed to be thoroughly digested so that the future course of Keizer could be decided upon and implementation of the goals could be determined. He explained that tonight the focus would be on the big pictures – existing conditions and three scenarios which show options, visions and goals.

## PRESENTATION

Glen Bolen and Kate Rogers then reviewed the project purpose, area, and existing land use conditions. The presentation included:

- Market Analysis
  - Household Growth
  - Employment Profile
  - Job Outflow
  - Real Estate Market Conditions
  - Feasible Development Forms
- Comparison of Scenarios
  - Scenario #1 – Baseline Future
    - Impediments – Market Conditions

- Scenario #2 – Efficiency Measures
  - Apartment Buildings
  - 3-Story Mixed Use
  - Small Lot Single-Family
  - Impediments – Development Code
- Scenario #3 – Upzoning Opportunities
  - Redevelop Manufactured Home Properties
  - Combine Smaller Properties
  - Divide Larger Areas
- Comparison of Scenarios
- Consistency with Goals and Objectives
- Impediments
  - Geographic Constraints of Zoning
  - Permitted Uses
  - Development & Design Standards
- Potential Implementation Measures
- Next Steps

## **COMMUNITY CONVERSATION**

Discussion followed regarding

- Jobs and housing
- Multi-use areas that allow people to live and work in the same location
- Retaining affordable housing
- Targeting opportunities for people to have a different lifestyle
- Developing projects that would enhance the area
- Traffic impacts
- Changing the character of an area through zoning
- Improvement of retail visibility by lowering speed limits
- Alternative routes to take traffic off of River Road
- Development of special transportation areas
- Alternative road access to businesses such as linking rear access to properties and shared accesses
- Overlay zones
- Multi-level buildings with parking on one of the levels
- 'Tuck under' parking
- Changing Keizer vs. keeping Keizer the same
- Changing Keizer but keeping it Keizer
- Public spaces and parks
- Opportunities for open spaces
- Increasing prosperity and activity on River Road
- The role of the City
- The effect of growth on the single high school identity
- The effect of high density development on parking and overflow to existing neighborhoods
- Changing parking requirements
- The priority of getting family wage jobs in Keizer

## **CONCLUSION**

Mr. Brown thanked participants noting that these discussions are important to the future of Keizer. He added that the Citizens Advisory Committee would continue to meet with the consultant, review input received and move forward. Another meeting will be scheduled in the future.

Meeting concluded at 7:41p.m.

*Approved:* 09-12-18





## Meeting Notes

**To:** Nate Brown, Shane Witham, Dina Russell – City of Keizer  
**From:** Glen Bolen – Otak Inc.  
Matt Hastie – Angelo Planning Group  
Nicholas Gross – Kittelson Associates  
**Date:** January 15, 2019  
**Subject:** Keizer Revitalization Plan – Meeting Summaries CAC #3  
**Project No.:** 17428A

This memo summarizes the discussion and input received from the Meeting on January 15th for the purpose of reviewing the draft memos from Phase 4.

The CAC #2 meeting was held 3:00 until 5:00 pm. Consultants Glen Bolen, Matt Hastie and Nicholas Gross delivered a PowerPoint presentation and led the discussion. The focus of the meeting was three draft memos that had been sent out previously. The presentation hit on the main points. Glen Bolen began the meeting with a recap of input received since CAC #2.

### **Memo: Code and Policy Recommendations**

Matt Hastie led the discussion of this section. There was general support for the proposals that were put forth. The following captures the Committee's expressions:

- A. General Zoning Discussion
  - 1. Rezone depth should be consistent north of Chemawa Rd.
  - 2. Chemawa focus area should be extended further south, possibly to Dearborn
  - 3. The size of the Cherry Ave center could result in issues with non-conforming uses
  - 4. Some feeling that all land along River Road could be designated for Mixed Use. Consultants wondered aloud if there would be a risk to meeting housing need.
  - 5. General concern about large big box users, but existing lot pattern will general prohibit them due to costs of assemblage.
  - 6. Overall understanding of negative impacts from drive-through uses in walkable areas, but also a desire to allow uses such as banks.
- B. Mobile Home Park Parcel
  - 1. Mobile home parcel should be treated as part of the entire corridor with discussion of rezone
  - 2. Serves as "gateway" to the City
  - 3. There are currently no protections for tenants and the owner could redevelop at any time.
  - 4. Rezoning could help steer redevelopment to this parcel and the corridor generally.
  - 5. Would the property be split zoned as a result? No clear consensus.
  - 6. Suggest zoning overlay so that if developed, overall affordable housing does not result in net-loss
  - 7. Require affordable housing to be built elsewhere within City
  - 8. Staff/consultants noted that this could be an issue in terms of either creating a non-conforming use, impacting the city's supply of residential land, and/or having fair housing implications. These issues should be explored and addressed when considering zoning for this property.
- C. Off-street parking requirements
  - 1. Reductions could result in congestion of on-street parking and impacts on adjacent neighborhoods
  - 2. Reducing requirements makes sense in terms of development cost and feasibility, lowering monthly rents

3. Reducing requirements is good if it helps stimulate multi-family housing development in the corridor by making more land available for housing units.
  4. Shared parking (already allowed) can be a great way to allow increased mixed use intensity via building less parking than otherwise needed.
- D. New Clean Water Act – Matt Hastie to follow-up with Bill (?)
1. EPA Safe Drinking Water Act – Phase 2 Communities
    - a. New requirements to reduce overall water to waterways
    - b. These requirements may run counter to reducing minimum landscaping requirements; the consulting team will review and address this issue

## Memo: Multimodal Discussion

Nicholas Gross led the discussion on Kittelson's multi-modal analysis.

- A. The primary issue of the discussion was the potential re-design of River Road from Chemewa south for the purpose of adding bicycle infrastructure.
- B. Three cross-sections were examined. Concerns about all River Road alternatives in terms of cost, congestion/mobility impacts, safety, and access issues and conflicts
  1. #1 removed center turn lane added bike lanes. Group was concerned about business access due to limiting left turns.
  2. #2 narrowed lanes and added a shared use path on east side of River Road. This was the most popular. Concerns were primarily about cost, and the need to combine driveways
  3. #3 narrowed all lanes and added substandard bike lanes. Nobody seemed to support this option.
- C. #2 with the shared multiuse Path was the preferred alternative; explore which side of the road is best suited for the pathway
- D. The group discussed a road diet (two travel lanes, one center turn lane, on-street bike lanes); Decided that with approx. 35,000 VDT it would not be feasible
- E. Parallel bike routes should be included in Plan, in addition to providing accommodation along River Road
- F. East/west bike/ped connection through school may not be feasible
- G. Make sure the existing Cherry Ave bike route designation is reflected on maps
- H. Is it possible to reduce traffic speeds on River Road? There are a number of potential benefits to slowing traffic on River Road for local businesses and residents.
- I. It is important to get feedback from the Traffic Safety Committee on these options

## Memo: Public Investments

Glen Bolen led the discussion on investments. Concepts included construction, land acquisition and program development.

- A. Realignment of Manzanita/McNary Intersection (as shown in consultant's drawings) should be a priority over planned Wheatland Road modifications
- B. Proposed community center might not be possible (funding) but other uses such as a microbrewery would also be well received by the public
- C. Strong support for the public plaza concept at Warely Plaza (AKA Christmas Tree)
- D. Some support for one or more public parking lots, but no sites were identified, no funding known to be available
- E. Items such as an economic development department or Main Street Program would require full-time staffing position and therefore not likely to fit in near-term priorities.



## Meeting Notes

**To:** Nate Brown, Shane Witham, Dina Russell – City of Keizer  
**From:** Glen Bolen, Nathan Jones – Otak Inc.  
Kate Rogers – Angelo Planning Group  
**Date:** February 12, 2019  
**Subject:** Keizer Revitalization Plan – Stakeholder Meeting Summaries #2  
**Project No.:** 17428A

This memo relays what the consulting team heard from six stakeholder meetings held on January 28 and 29, 2019. Each meeting involved a PowerPoint presentation to review the draft memos from Phase 4 which focus on implementation actions. A total of 23 community leaders, property owners, business owners, and community members attended.

### Session #1

#### Attendees:

- Tim Wood, City of Keizer Finance Director
- Michelle Adams, owner of Copy Cats
- Ken Gierloff, SE Keizer Neighborhood Assn
- Hersch Sangster, former Planning Commissioner, Traffic Safety-Bikeways-Pedestrian (TSBP) committee
- David Bauer, owner of Bauer Insurance

### **Memo: Code and Policy Recommendations**

Kate Rogers of APG used a series of slides to describe the suggested code changes. Following are notable comments or conclusions.

- Agree with proposal to encourage going taller and increasing activity (i.e. density) close to River Road.
- Streamlining the MU zone by incorporation other commercial zones resonated well
- Mixed-use is good for people who want to live near and walk to businesses
- River Rd expansion took half my parking lot; concerned about access and safety
- Re: reduced parking requirements – concerned about access to businesses for those who can't walk or bike
  - Glen: market tends to right-size parking. They can build more than the minimum
- Re: building materials – we worked on standards to make sure development on River Rd is attractive, and don't want to see those go away
- Suggest design standards for single-family areas, not just mixed-use or multifamily
- What is the likelihood of residential development if the RM properties were MU and therefore allowed commercial?
- Should/could we possibly add a residential requirement to RM properties:
  - (Note from author – consider allowing ground floor residential in the RM zone)
- Some were concerned that Mixed Use would generate more traffic along the corridor. Conventional wisdom is that traffic will increase as the city grows, but that Mixed Use generates less travel per s.f. or unit than separate use development.
- Much discussion focused on driveways. Many businesses rely on driveway access directly to River Road. Some driveways and parking areas were compromised during earlier road widenings. The recommendations suggest that over time driveways are consolidated and/or moved to the side or rear streets. This will be difficult on some properties, especially smaller commercial lots.
- General support for the idea of directing auto service and drive-throughs away from centers

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- Concern was about the interface between high density and neighborhoods.

### **Memo: Multimodal Discussion**

Nick Gross from Kittelson led the discussion. Following are notable comments or conclusions.

- Note: biking on River Road is not advised currently. Cherry is one common alternate
- Re: Road cross section options
  - We discourage cyclists from using the right lane because utilities are there (sewer grates, manholes) and very dangerous
  - Between Chemawa and the south end of the corridor, very few cyclists use this stretch
  - For commuting into the core area (Salem), most use Cherry Ave
  - Concerned about commercial vehicles, speeds, turning – very unsafe
- Re: option 1, buffered bike lanes
  - Could you have turn lanes in certain spots?
  - If you have turn lanes suddenly disappear, it creates confusion for cyclists
- Re: option 2, multi-use path
  - Multi-use path is ok, but concerned about business access
  - Multi-use path is unsafe for bikes/peds because of driveway crossings
  - Shane: this would need to be paired with access management
- Re: option 3
  - Doesn't appear to work great for anyone
- Re: Parallel routes
  - If we improve parallel routes, can we simply leave River Rd alone?
  - No matter the design, I will continue to avoid River Rd; Cherry is the way downtown (to Salem)

### **Memo: Public Investments**

Glen Bolen of Otak led the discussion of potential investments. Following are notable comments or conclusions.

- North end of corridor near Lockhaven has adequate bike facilities
- Manzanita center looks great.
- Re: Parcel assemblage
  - I like the McNary/Lockhaven concepts, but those are undeveloped parcels; Cherry Ave is already developed – do you have ideas for private property owners?
  - Parcel assemblage is a key piece – a real problem for other parts of the corridor
  - For SE Keizer, the only way you're going to see any redevelopment is through lot consolidation
- Desire for incentives to help with redevelopment.

## **Session #2**

### Attendees:

- Laura Reid, Keizer City Council
- Mike Erdmann, President of Homebuilders Association
- Paul Elliott, owner of Uptown Music
- Kathy Lincoln, Transit committee and TSBP committee

### **Memo: Code and Policy Recommendations**

Following an introduction and description of the overall process by Glen Bolen, Kate Rogers of APG used a series of slides to describe the suggested code changes. Following are notable comments or conclusions.

- Mixed-use – would it be a mandate or allowance?
  - Kate: current recommendation is to allow mixed-use, but a mandate is possible

- Incentives are great; a mandate wouldn't work for the market
- Re: RM to MU rezone
  - Concerned about losing multifamily and needed housing
  - What are you going to get with all the existing multifamily development? There's not much vacant land.
  - Mixed-use is very tough to do
- Re: special standards for centers
  - Concerned about too many different standards
    - Kate: for the most part, all the centers would have the same set of standards
  - Why not extend the geography of the centers so they connect?
    - Kate: if there weren't separation between the centers, it would just be the whole corridor; don't necessarily want the restrictions in centers to apply corridor-wide
  - Where would auto-oriented uses go, if not in this corridor?
- We need opportunities for homeownership, in addition to rental

### Memo: Multimodal Discussion

Nick Gross from Kittelson led the discussion. Following are notable comments or conclusions.

- Re: Road cross section options
  - Option 1, buffered bike lanes is bad for traffic
  - Option 1 is my favorite – better for bikes
  - I like option 2, multi-use path – would help get people to ride bikes
    - Could the shared path be striped?
  - Re: option 3, bike lanes with center turn lane
    - Why couldn't there be an option with raised multi-use paths on both sides, instead of bike lanes?
    - Glen: that would be 9' on both sides; 10' is typically the minimum for multi-use; we'll ask Kittelson to look into this
- Re: Parallel routes
  - I use those all the time; the trouble is getting across River Rd – need help with sensors to cross; I would take Cherry Ave, maybe not Verda Ln
  - Nate: Verda is being improved through the STIP process

### Memo: Public Investments

Glen Bolen led the discussion of potential investments. Following are notable comments or conclusions.

- Re: McNary/Manzanita realignment
  - What is the legal use for SDCs?
    - Nate: they must be used in conjunction with improvements to increase capacity, which is the case for this project
- You haven't mentioned transit at all – what have you been hearing about how it's working?
  - Nate: we've initiated a conversation with the transit district
- My understanding of this project is that the point is to promote growth and update how the corridor looks?
  - Nate: we want to remove barriers to development
  - Glen: we're also trying to meet housing and job needs
- We need outdoor plazas in all the nodes
  - Glen: the concept near Lockhaven is for a private plaza that could be used by the public

## Session #3

### Attendees:

- Chris Lord, owner of 4190-4198 River complex
- Jon Eggert, owner of Creekside Veterinary Clinic
- Randy Miller, citizen at large (past business owner)
- Nigel Guisinger, owner of WV Appliance
- Carolyn Homan, West Keizer Neighborhood Assn

### Memo: Code and Policy Recommendations

Following an introduction and description of the overall process by Glen Bolen, Kate Rogers of APG used a series of slides to describe the suggested code changes. Following are notable comments or conclusions.

- Why not expand out the mixed-use zone? All properties within a certain distance of River Rd? In some places, this could facilitate assemblage.
  - Re: concerns over rezoning single-family areas – All this land used to be residential, and it's been redeveloped over time. Why not think of it that way?
  - I agree that the difference between MU and commercial zones isn't that great. I like the idea of a wider commercial space along River Rd, but if you move that boundary, you'll be right up against single-family homes.
    - Nate: are there design standards that could ease that transition?
  - Thinking long-term – we need to have the lots that accommodate the growth
- Re: reduced landscaping requirements – what about beautification? If we're reducing the amount, we should make sure it's attractive.
  - Kate: we agree – it's one of the recommendations

### Memo: Multimodal Discussion

Following are notable comments or conclusions.

- Re: Road cross section options
- Re: option 1, buffered bike lanes
  - I don't like that there's no turn lane
  - (agreement from 3-4 others)
- Re: option 2, multi-use path
  - Why is the turn lane so wide?
    - Glen: for safety related to turning movements, that's pretty standard
  - Need makings for the multi-use path
  - Why not use asphalt millings to build up the curb, instead of concrete? Could be more cost-effective.
- Re: option 3, bike lanes with center turn lane
  - What is the percentage of people who bike instead of drive in Keizer?
    - Nate: we don't have a targeted mode split in our TSP

### Memo: Public Investments

Glen Bolen led the discussion of potential investments.

- Re: public parking
  - Is there data for how much the land is owner-occupied vs. owned by investors? Real estate investors would make very different decisions than business owners.
    - Nate: many business owners lost portions of their parking when River Rd was improved
  - How far out are we looking with these investments? Nate: many years out

- Would like to see some more shared parking near the McNary realignment – would help my business. We have trouble with wayfinding for our office.
  - Nate: would placemaking signage be helpful? Yes.
- I heard Cathy Clark say a lot of issues are with absentee owners – how can we address this?
  - Glen: if they see the opportunity to make money, that could help
  - Owners with Keizer addresses are few and far between on River Rd

## Session #4

### Attendees:

- Mike DeBlasi, Planning Commission and TSBP committee
- Richard Walsh, Walsh Law Offices
- Marlene Parsons, Keizer City Council
- Gary Blake, West Keizer Neighborhood Assn
- Nick Stevenson, business owner

### Memo: Code and Policy Recommendations

Kate Rogers of APG used a series of slides to describe the suggested code changes. Following are notable comments or conclusions.

- Re: rezoning
  - Why not upzone the mobile home park property to MU?
  - The mobile home site could be very valuable
  - We do have a shortage of housing.
  - I would support widening the MU area, especially in centers; give property owners the ability to consolidate
  - I like what I see, but I want to make sure that property owners are brought to the table with any rezoning
- Re: Centers
  - What about redesigning the roadway/intersection at Lockhaven? Getting off bike lanes is challenging.
- Re: Design standards
  - When I compare Keizer Station to other mixed-use areas, the design isn't great.
  - It depends on what we're trying to accomplish. We need to create pedestrian-friendly design.
- River Rd is a highway – are we really going to have people walking on both sides and crossing River?
  - Shane: that's why the centers are wider at the intersections; development can happen on the cross streets

### Memo: Multimodal Discussion

Nick Gross presented concepts and the group shared in discussion. Following are notable comments or conclusions.

- Re: Road cross section options
  - Re: option 2, multi-use path
    - I like it because I like separated paths, but it would destroy businesses if it blocks driveways. It's also a huge hazard to people on bikes because cars don't look for them when pulling out.
    - In the images, it looks like the driveways are gone.
    - Nate: we want to reduce driveways wherever we can. That will happen over time.
  - Re: option 1, buffered bike lanes
    - Could have turn lanes at intersections
    - With right-in, right-out access – if there's a good solution for turning around, this might work.
    - Between Cummings and Chemawa, this wouldn't work. Could only work south of Cummings
    - Removing the turn lane is a signal to property owners



- Could we have different sections along the corridor?
- Might need to lower the speed limit on River Rd
- What about wide vehicles in the narrowed lanes? There's no space.
- One said, I like options 1 and 3
- Re: parallel routes
  - You get a similar result without having to have bikes on River Rd

### **Memo: Public Investments**

Glen Bolen led the discussion of potential investments. Following are notable comments or conclusions.

- RE: public parking
  - Is it possible to levy a citywide parking fee?
  - Glen: the public parking would be a benefit to the property owners in that area
  - Public parking removes the driveways; it's better for pedestrians
  - My business pays for shared parking near Staats Lake; it may be hard to take if these areas get public parking
- Re: Lockhaven Center concepts
  - There was a plan for a bike path along Claggett Creek; several parcels of city-owned and undevelopable (flood plain) land; ties into major bike path around city
  - Nate: this could tie into to that path network
  - Keizer Compass recommended a bike overcrossing at Lockhaven
  - This intersection is still safer for pedestrians than Chemawa and River
  - River and Lockhaven need a road diet – so you want to walk/run along it
  - Glen: traffic consultants looked at a road diet, but the traffic volumes don't warrant it
- Can the TSBP be involved in the safety/mobility audit?
  - Nate: yes, you're not the first to suggest it
- Re: urban renewal
  - My suggestion is that urban renewal needs to be reintroduced to the district; it's painless to property owners
  - That won't be popular; the street tax proposal didn't go over well
  - If you do urban renewal, you need to push the boundary back to include more properties

### **Overall Comments**

- like it – the plan has gotten better over time
- It's always easier when there's a shared vision
  - Nate: there are still going to be hard choices to make

## **Session #5**

### **Attendees:**

- Olga Loria
- Arturo Loria (SP?)

### **Memo: Code and Policy Recommendations**

Following an introduction and description of the overall process by Glen Bolen, Kate Rogers of APG used a series of slides to describe the suggested code changes. Following are notable comments or conclusions.

- Related to centers and possible up-zoning there is concern about creating non-conforming uses.
- Feel concerto to protect homeowners as well.
- Parking, what happens if low parking is near neighborhoods – concern about neighborhood spill over.
- Also understand the tradeoff though in terms of saving money on rent for building with less parking.

**Memo: Multimodal Discussion**

Nick Gross presented concepts and the group shared in discussion. Following are notable comments or conclusions.

- Road option #1 would be a problem – the center lane is needed – ranked Bad
- #2 this option is better, but understand the concern about spending money
- #3 likely too narrow, ranked Bad. Bikers would use the travel lane and cause confusion and danger
- Like the parallel bike network.
- Favor the parallel network over retrofitting River Road
- Cherry Ave. is a good bike street
- The priority should be to enable families to walk and bike

**Memo: Public Investments**

Glen Bolen led the discussion of potential investments. Following are notable comments or conclusions.

- We need to think about School Capacity and growth. Does money come with growth to help schools?
  - GB – via State formulas but no SDCs are charged.
  - Consider a local SDC option
- Lots of students will walk on the road near the Mormon Church Trail and Manzanita
- Look at adding sidewalks – like the sidewalk infill program
  - Prioritize school access sidewalks.
- Concern about school zone and speeding at 14th and Lockhaven.
- Like the plaza idea at the Christmas Tree (Walery Plaza)
- McNary and Manzanita is a dangerous intersection – lots of close calls – rebuild to minimize conflicts.

**Session #6**Attendees:

- Ignacious
- Maria (didn't record last names)

**Memo: Multimodal Discussion**

Nick Gross presented concepts and the group shared in discussion. Following are notable comments or conclusions.

- Doesn't see much walking on River Road unless there is an event. Sees demand for biking
- Bikers take over the walking areas
- Danger at parkway to I-5 (listed as an example)
- Conflict between walk, run and bike
- Need to delineate space for each user
- Road options
  - The middle lane is useful for emergency vehicles
  - Don't like losing left turns.
  - Option #2 is the favorite
  - Parallel bikeways
- Concern about people getting to know the changes
- Saw confusion in Portland with the Greenway program.

### **Memo: Code and Policy Recommendations**

Kate Rogers of APG used a series of slides to describe the suggested code changes. Following are notable comments or conclusions.

- Agree with driveway consolidation with zoning.
- Redevelopment should beautify

### **Memo: Public Investments**

Glen Bolen led the discussion of potential investments. Following are notable comments or conclusions.

- Like community center idea
- Like sidewalk improvement program
  - Would walking increase?
  - Need to be wide and direct
- Also could use crossing refuges or rapid flash beacons
- Plaza in front of pizza hut is currently in disrepair – a friend in a mobility device fell because of bad ADA ramps. Needs good upgrades to all ADA facilities
- Sidewalks and other improvements can cause issues during construction
- Told story about a woman with a stroller near Burger King on the phone that lost the stroller to traffic – no one hurt though.

*General note -this session was translated live -the participants thank the team profusely for inviting them to this conversation and speaking Spanish.*



*Keizer, Oregon*  
Pride, Spirit and Volunteerism

## Keizer Revitalization Plan – Open House #2 Comment Form

**[Plan de Revitalización de Keizer – Sesión Informativa #2  
Planilla de Comentarios]**

Please fill out the following survey. For each statement, please tell how much you support or disapprove of the proposal.

*Por favor, rellene la siguiente encuesta. En cada instrucción, díganos cuanto aprueba o desaprueba la propuesta.*

1. Keizer should create special requirements in the three intersection areas (Lockhaven, Chemawa, and Cherry) so that over time the areas become safer and more walkable. Ideas include: moving parking lots and driveways away from River Road and facing front doors and windows toward River Road.

*[Keizer debe crear requisitos especiales en las tres áreas de intersección (Lockhaven, Chemawa y Cherry) para que con el tiempo estas áreas sean más seguras y más fáciles de caminar. Las ideas incluyen: mudar los aparcamientos y accesos de vehículos fuera de River Road, así como crear mas aberturas y ventanales hacia River Road.]*

1 Strongly Disagree 1 Totalmente en desacuerdo	2 Somewhat Disagree 2 Algo en desacuerdo	3 Neutral	4 Somewhat Agree 4 Algo de Acuerdo	5 Strongly Agree 5 Totalmente de Acuerdo

2. The City should develop a public plaza like the example idea for Walery Plaza or the Christmas Tree area.

*[La ciudad debe crear una plaza tomando cómo ejemplo la Plaza de Walery o el área del árbol de Navidad]*

1 Strongly Disagree 1 Totalmente en desacuerdo	2 Somewhat Disagree 2 Algo en desacuerdo	3 Neutral	4 Somewhat Agree 4 Algo de Acuerdo	5 Strongly Agree 5 Totalmente de Acuerdo

3. The City should invest and partner with property owners to help facilitate growth and development that matches the community's vision of vibrant, walkable places.

*[La Ciudad (alcaldía) debe invertir y asociarse con los propietarios para facilitar el crecimiento y desarrollo de la ciudad, que coincida con la visión de la comunidad de lugares vibrantes y peatonales.]*

1 Strongly Disagree 1 Totalmente en desacuerdo	2 Somewhat Disagree 2 Algo en desacuerdo	3 Neutral	4 Somewhat Agree 4 Algo de Acuerdo	5 Strongly Agree 5 Totalmente de Acuerdo

4. It is important to develop a safe and comfortable way to ride a bicycle along River Road.

*[Es importante desarrollar una forma segura y cómoda de andar en bicicleta a lo largo de River Road]*

1 Strongly Disagree 1 Totalmente en desacuerdo	2 Somewhat Disagree 2 Algo en desacuerdo	3 Neutral	4 Somewhat Agree 4 Algo de Acuerdo	5 Strongly Agree 5 Totalmente de Acuerdo

(Please Turn Page Over)

5. Building safe and attractive sidewalks should be a high priority for the City of Keizer.

*[Construir aceras seguras y agradables debe ser una alta prioridad para la Ciudad de Keizer.]*

1 Strongly Disagree 1 Totalmente en desacuerdo	2 Somewhat Disagree 2 Algo en desacuerdo	3 Neutral	4 Somewhat Agree 4 Algo de Acuerdo	5 Strongly Agree 5 Totalmente de Acuerdo

6. A system of neighborhood greenways for biking and walking will benefit Keizer's residents.

*[Un sistema de vías verdes vecinales para andar en bicicleta y caminar beneficiará a los residentes de Keizer.]*

1 Strongly Disagree 1 Totalmente en desacuerdo	2 Somewhat Disagree 2 Algo en desacuerdo	3 Neutral	4 Somewhat Agree 4 Algo de Acuerdo	5 Strongly Agree 5 Totalmente de Acuerdo

Please provide any additional comments about the Keizer Revitalization Plan that you were not able to provide as part of the other Open House activities. *[Si tiene comentarios o opiniones adicionales sobre el Plan de Revitalización de Keizer, que no haya podido darnos en las Sesiones Informativas anteriores, le agradecemos los escriba aquí.]*

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Contact information (optional): \_\_\_\_\_

*[Información para contactarlo (opcional)]*

*I:\project\17400\17428a\planning\task 4 - memos\task 4.13 revised memorandum 6\appx c\_public event feedback form.docx*

**Thank you for your comments!** Please leave this completed comment form with one of the project team members before you leave the meeting.



## Meeting Notes

**To:** Nate Brown, Shane Witham, Dina Russell – City of Keizer  
**From:** Li Alligood – Otak Inc.  
Matt Hastie and Shayna Rehberg – Angelo Planning Group (APG)  
**Date:** June 11, 2019  
**Subject:** **Keizer Revitalization Plan – Meeting Summary CAC #4**  
**Attendees:** Nate Brown, Shane Witham, Chris Epley, Bill Lawyer – City of Keizer  
Mark Caillier, Mike DeBlasi, Colleen Busch  
**Project No.:** 17428A

CAC Meeting #4 was held from 3:30 to 5:30 pm at Keizer City Hall. Consultants Li Alligood, Matt Hastie, and Shayna Rehberg delivered a PowerPoint presentation and led the discussion. The focus of the meeting was the May 2019 Draft Keizer Revitalization Plan. The presentation is attached to these notes.

Nate Brown began the discussion by requesting feedback from attendees about any outstanding questions or concerns about the draft Plan.

- Mark Caillier provided the following comments:
  - He likes the product, it is really close
  - Supports the multi-use path [along River Road]; noted an example in Boston
  - Supports the sidewalk upgrade and infill program
  - Main Street Program – Keizer has explored this program before, but it might be time to look at it again with the current Chamber of Commerce
  - Would like urban renewal to be listed as a tool as well as a funding source
- Bill Lawyer provided the following comments:
  - Generally supports the recommendations in the Plan
  - Would prefer more flexibility about the location of the multi-use path – either east or west side
- Chris Epley provided the following comments:
  - Some of the concepts were ambitious and expensive and would require a lot of work
  - More details about funding/phasing/how the project could be implemented would be helpful
  - Flesh out the big projects a bit, such as the multi-use path
  - Urban renewal is likely a viable option
- Colleen Busch provided the following comments:
  - Supports urban renewal, there is no other way to get funds
  - Likes the neighborhood greenway treatments and associated traffic calming and wayfinding elements
  - Noted that the Cherriots Route 14 is not mentioned in the traffic/transportation analysis
  - Multi-use path is excellent especially related to the Safe Routes to School program
  - Noted that underrepresented groups have stated that bus stops with parking lots are for those going to businesses but not for laborers (due to different schedules and destinations)
- Shane Witham provided the following comments:
  - Nothing to add
  - Some ideas were getting pushed forward that hadn't been pushed forward in the past
  - Noted that there had been discussion about a combination of the multi-use path and bike lanes along River Road
- Nate Brown provided the following comments:
  - Concerned that the parallel bike routes might take the place of the multi-use path they serve different purposes, and both are important

- Noted that the Buildable Land Inventory (BLI) currently underway identified a need to protect manufactured housing because it is more affordable
- This is a concern related to the proposed rezoning at Lockhaven and River Road
- There may need to be a discussion of relocation assistance for those residents etc. – that is not a land use discussion, but a policy discussion

The consultant team began the presentation.

## **Presentation**

Li Alligood began the meeting with a recap of input received since CAC #3.

## **Code and Policy Recommendations**

Matt Hastie and Shayna Rehberg, APG, led the discussion of this section.

### **Code and Comp Plan Amendments Overview & Rezoning Recommendations**

- Generally, the proposed revisions were intended to provide more flexibility and a simpler approach.
- Rezoning recommended for the manufactured home park will require the City to develop policies and mitigation measures and have more community conversation before the rezoning is proposed for adoption (after this plan's adoption process).

### **Corridor-Wide Development Standards**

- There was no proposed change to the existing height limitations of 50 ft.
  - Chris asked why the height could not be increased beyond 50 ft?
  - Nate noted that the community is comfortable with the current height limit but not beyond.
  - Matt noted that you could build up to 5 stories with a 50 ft. height limit and that market analysis for the area indicated limited potential for building taller than that in the short to medium-term.
  - The overlay district could be updated in the future, including changes in height regulations.
- New access spacing regulations are proposed to limit driveways on River Road and Cherry Avenue under specified circumstances (related to substandard driveway spacing and identified safety issues).
  - This would be triggered by an increase in floor area or intensity of use that triggered additional parking.
  - Matt noted that this was a moderately assertive strategy.
- New accessory housing regulations would allow for up to two accessory units- one that would be permitted within the primary residence and one that could be a unit that is either attached or detached from the primary residential unit.
- Nate clarified that replacement housing required where mixed uses (permitted in residential zones adjacent to the Mixed-Use zone within the new overlay district) may displace existing housing units, could be provided on- or off-site. It was also clarified that the provision allowing for mixed uses in residential zones would apply only to residential properties adjacent and contiguous to the MU zone with the boundary of the overlay district.
- Clarification/reinforcement of street tree requirements and required right-of-way dedication may be needed.

### **Centers Development Standards**

- Bill asked whether setback standards proposed in Centers would allow buildings to be built up to the back of the sidewalk; they would.
- Chris liked that there were special regulations and more intensity of development provided for in Centers.

The presentation ended with questions for the CAC (below)

1. *Overall: Do the code and comp plan amendments reflect the Plan's objectives?*
2. *Corridor-wide uses – Are proposed rezoning and modified residential standards for duplexes and accessory residential units consistent with the Plan's objectives?*
3. *Corridor-wide development standards*
  - A. *Are reduced requirements (e.g., lower minimum landscaping standards/higher maximum lot coverage allowances, lower minimum parking for some uses) consistent with the Plan's objectives?*



- B. Do expanded requirements (e.g., quality standards for landscaping) reflect the Plan's objectives?*
4. *Centers – Are proposed master plan requirements, development standards, and building design standards consistent with the Plan's objectives?*

Attendee direction:

- Attendees felt that the proposal was on the right track.

### **Transportation Recommendations**

Li Alligood, Otak, provided a brief overview of the transportation recommendations:

- Construct a modified River Road Streetscape
- Improve Wheatland Road intersection
- Re-align Manzanita / McNary intersection
- Create parallel north-south bike networks
- Develop sidewalk upgrade and infill program
- Perform a road safety / mobility audit

She reviewed the previous discussion about the River Road multi-use path and how the final proposal was selected.

The presentation ended with questions for the CAC:

1. *Do you still support the multimodal path option?*
2. *Should both River Road bicycle facilities and parallel bicycle routes (greenways) be priorities of the Plan?*

Attendee direction:

- Both options should be retained
- Greenway connections are important to address plan goals
- Parallel routes are easier to establish in the short-term
- Bill noted that the River Road right-of-way width is 72 ft. – 5 ft. sidewalk, 6-in. curb on each side and 51 ft. of roadway (not 55 ft. of roadway as shown on slide 23).

### **Public Investment Recommendations**

Li Alligood, Otak, led the discussion of this section.

- In addition to the transportation improvements discussed above, there were additional public investment recommendations:
  - Main Street Program
  - Economic Development Department
  - Public Parking Lot/s
  - Enhance Claggett Creek
  - Public Plaza
- Public investments would require funding sources, which do not currently exist.
- There are active funding sources, such as urban renewal, and opportunistic funding sources, such as grants
- Questions from attendees:
  - Is there a tool that allows land to be taxed at a higher rate than improvements to discourage holding vacant lots?

The presentation ended with questions for the CAC:

1. *There are a number of potential funding sources for public investments.*
  - *Are there tools you would like to prioritize?*
2. *Some options will require City Council action and commitment of City resources.*
  - *What are your thoughts about these options?*

Attendee direction:

*KRP – CAC #4 Summary*

- All tools should stay on the table
- The Plan should include prioritization and a clearer discussion of which tools could address which investments
- There may be support for urban renewal, it should definitely stay in the mix

***Final Question/Discussion***

Li finished the presentation with a final question: *Are there any outstanding issues or questions that would keep you from supporting this plan?*

Attendee response:

- Consider the residents of the mobile home park when considering (re)development on Cherry Road
- Make sure transportation and redevelopment stay connected in the plan
- Review projects against goals and objectives to make sure they are consistent
- Clarify next steps – Comp Plan amendments? Zoning code amendments? What will this plan do?

The meeting ended at 5:30 pm.

# Keizer Revitalization Plan

Citizen Advisory Committee

Meeting #4

June 11, 2019



## AGENDA

- Recap
- Code and Policy Recommendations
- Transportation Recommendations
- Public Investment Recommendations
- Discussion



## RECAP OF RECENT EVENTS

3

## SINCE WE LAST MET...

- CAC meeting on 1/25
- Stakeholder meetings and interviews
- Public meetings
- City Council and Planning Commission work sessions
- Analysis and memos:
  - Update Gap Analysis and Implementation Strategies
  - Comprehensive Plan and Development Code Amendments
  - Public Investments
  - Mobility Impact Assessment
  - Multimodal Transportation Assessment

4

## PLAN GOALS & OBJECTIVES

### **A Thriving, Diverse Corridor**

- Variety of living-wage jobs
- Range of goods and services
- Support existing businesses and new businesses
- Variety of housing for range of incomes, needs, and preferences
- Creation of centers with transitions between
- Spaces for gathering

### **Thoughtful Growth & Redevelopment**

- Consistency with small-town character
- Efficient use of infrastructure
- Proximity and mix of uses in centers
- Attractive, distinctive identity for the area

### **Excellent Transportation & Public Facilities**

- Balanced set of transportation options: transit, walking, biking, driving
- Good access to centers and public spaces
- Well-maintained streets and bicycle / pedestrian facilities
- Transit access focused at development centers



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## PLAN CONTENTS

1. Executive Summary
2. Background and Planning Process
3. Land Use and Urban Design
4. Transportation
5. Public Investment
6. Implementation Strategies
7. Potential Funding Sources

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## PLAN RECOMMENDATIONS

- Land Use and Urban Design
  - Code and Policy Recommendations
- Transportation
  - Infrastructure Recommendations
- Public Investment
  - Infrastructure Recommendations
  - Tools

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## CODE AND POLICY RECOMMENDATIONS

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## PLAN GOALS & OBJECTIVES

### **A Thriving, Diverse Corridor**

- *Variety of living-wage jobs*
- *Range of goods and services*
- *Support existing businesses and new businesses*
- *Variety of housing for range of incomes, needs, and preferences*
- *Creation of centers with transitions between*
- *Spaces for gathering*

### **Thoughtful Growth & Redevelopment**

- *Consistency with small-town character*
- *Efficient use of infrastructure*
- *Proximity and mix of uses in centers*
- *Attractive, distinctive identity for the area*

### **Excellent Transportation & Public Facilities**

- *Balanced set of transportation options: transit, walking, biking, driving*
- *Good access to centers and public spaces*
- *Well-maintained streets and bicycle / pedestrian facilities*
- *Transit access focused at development centers*
- *Friendlier and safer routes for walking and rolling*



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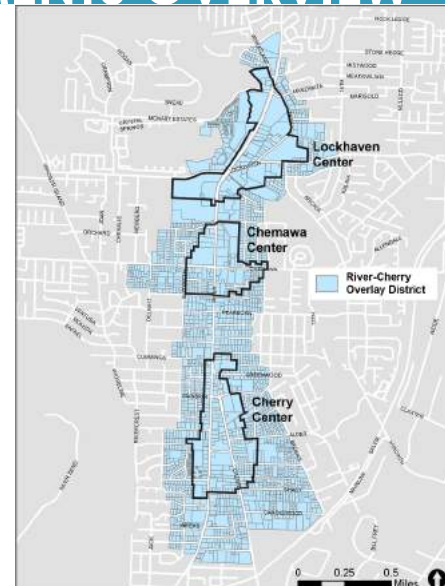
## CODE & COMP PLAN AMENDMENTS OVERVIEW S2

### **Keizer Development Code (KDC)**

- *Zone Map amendments* – rezoning to Mixed Use
- *River-Cherry Overlay District (RCOD)*
  - New overlay district, “leaner and cleaner”
  - Sub-districts – Lockhaven, Chemawa, and Cherry “Centers”
  - Corridor-wide
    - Uses
    - Development standards – e.g., lot size, landscaping, density, parking
    - Access standards
  - Centers
    - Lockhaven Master Plan requirements
    - Development standards – e.g., setbacks, landscaping, auto-oriented
    - Building design standards – e.g., entry, ped space, windows, parking
- *Other KDC amendments* – procedural; references to RCOD

### **Comprehensive Plan**

- Keizer Revitalization Plan becomes element of existing Comp Plan
- *Comp Plan Map amendment* – consistent with proposed rezoning
- *Minor text amendments* – refer to this Plan, retire McNary Activity Center Plan

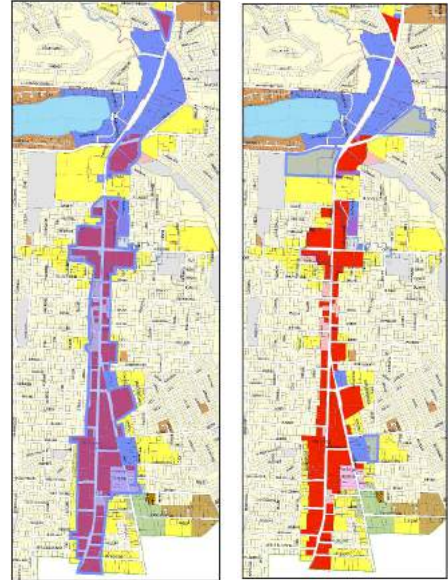


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## REZONING RECOMMENDATIONS

- Rezone Commercial areas to Mixed Use
- Rezone selected Medium Density Residential properties to Mixed Use
- **Goals:**
  - Simplify application of different zones
  - Increase consistency & flexibility
  - Enhance development capacity & variety of services



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## OVERLAY APPLICABILITY / PERMITTED USES

- General applicability – new construction & major renovation (25%+ of assessed value)
- Simplified use categories: [S3](#)
  - Residential
  - Commercial (10 subcategories)
  - Industrial (light manufacturing only)
  - Institutional (e.g., worship, community services)
  - Infrastructure (similar to existing categories)
- Some specific uses prohibited
- Mixed uses permitted in adjacent R zone
  - Replace housing units displaced
  - Buffering & screening

USE CATEGORY	PERMITTED	NOTES
	P = Permitted outright S = Permitted subject to Special Use provisions C = Permitted conditionally	
<b>Residential</b>		
Household Living	P/S	Such as buildings with one or more dwelling units.  Special Use provisions apply to shared housing facilities (Sections 2.403 and X.XXX.05.C), zero side yard dwelling units (Section 2.404), cottage clusters (Section 2.432), and home occupations (Section 2.407).
Group living	P/S	Such as residential homes and facilities.  Special Use provisions apply to nursing and personal care facilities (Section 2.431).
<b>Commercial</b>		
Commercial Lodging	P/S	Such as hotels and motels.  Special Use provisions apply to bed and breakfast establishments (Section 2.408).
Commercial Recreation	P	Such as athletic clubs.
Commercial Parking	P	Only parking structures.
Durable Goods Sales	P	Such as home improvement, home furnishing, and appliance stores.
Eating and Drinking Establishments	P	
Health Care Offices	P	

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## CORRIDOR-WIDE DEVELOPMENT STANDARDS

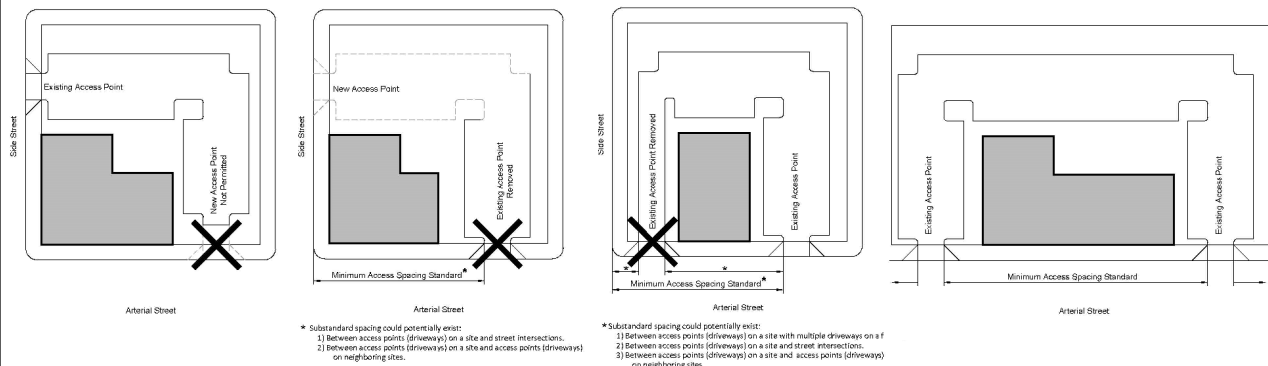
- Landscaping: ↓ min. standards; ↑ quality standards
- Residential density and lot size [S11](#)
  - Small density ↑ in RS, RM, and MU zones in overlay
  - ↓ min. lot size for duplexes
  - ↑ # of accessory units allowed [S4](#)
- Off-street parking: ↓ min. requirements for some residential and commercial uses [S7](#)



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## CORRIDOR-WIDE DEVELOPMENT STANDARDS

- Access standards
  - Applies to specific change of use cases
  - Closing access points with substandard spacing and/or issues id'ed in TIA



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## OTHER DEVELOPMENT STANDARDS

STANDARD	EXISTING KDC	PROPOSED CHANGE	
		Corridor-wide	Centers Only
Auto-Oriented Uses	Prohibited at River/Chemawa intersection	n/a	Limited through Conditional Use and/or subject to mitigation, e.g., setbacks, screening/buffering
Max. Lot Coverage (MU zone)	Commercial: 85% Mixed Use: 80% Residential: 75%	Commercial: 90% Mixed Use: 85% Residential: 85%	Commercial: 95% Mixed Use: 90% Residential: 90%
Front Setback (MU zone)	Min - Non-residential: 10' Min - Residential: 10' Max - none (Cherry Ave: 5' min, 10' max)	n/a	Min: 0' Max: 10' (unless public amenity provided)
Min. Residential Density	RS: 4 du/ac RM: 6 or 8 du/ac MU: 8 du/ac	RS: 6 du/ac RM: 8 or 10 du/ac <sup>S12</sup> MU: 12 du/ac <sup>S14</sup>	n/a
Max. Residential Density	RS: 8 du/ac RM: 10 or 22 du/ac MU: 24 du/ac	RS: 10 du/ac RM: 14 or 24 du/ac <sup>S10</sup> MU: 28 du/ac	n/a
Urban/Building Design	Existing standards are limited	n/a	[see next slide]

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## ADDITIONAL STANDARDS IN CENTERS

- Master Planning provisions for Lockhaven
- Additional ↓ off-street parking requirements <sup>S9</sup>
- Parking standards specific to mixed uses
- Urban/building design standards
  - Building entries
  - Weather protection
  - Parking Location
  - Pedestrian open space
  - Window coverage
  - Articulation/detailing
  - Building materials
  - Screening



16

## QUESTIONS FOR CAC

1. *Overall:* Do the code and comp plan amendments reflect the Plan's objectives?
2. *Corridor-wide uses* – Are proposed rezoning and modified residential standards for duplexes and accessory residential units consistent with the Plan's objectives?
3. *Corridor-wide development standards*
  - A. Are reduced requirements (e.g., lower minimum landscaping standards/higher maximum lot coverage allowances, lower minimum parking for some uses) consistent with the Plan's objectives?
  - B. Do expanded requirements (e.g., quality standards for landscaping) reflect the Plan's objectives?
4. *Centers* – Are proposed master plan requirements, development standards, and building design standards consistent with the Plan's objectives?

17

## TRANSPORTATION RECOMMENDATIONS

18

## PLAN GOALS & OBJECTIVES

### **A Thriving, Diverse Corridor**

- Variety of living-wage jobs
- Range of goods and services
- Support existing businesses and new businesses
- Variety of housing for range of incomes, needs, and preferences
- Creation of centers with transitions between
- Spaces for gathering

### **Thoughtful Growth & Redevelopment**

- Consistency with small-town character
- Efficient use of infrastructure
- Proximity and mix of uses in centers
- *Attractive, distinctive identity for the area*

### **Excellent Transportation & Public Facilities**

- *Balanced set of transportation options: transit, walking, biking, driving*
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19

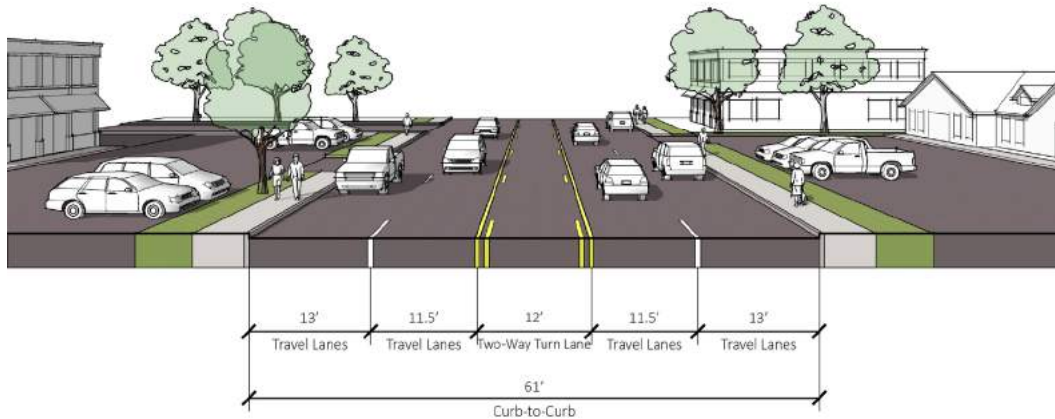
## TRANSPORTATION RECOMMENDATIONS

- Construct a modified River Road Streetscape
- Improve Wheatland Road intersection
- Re-align Manzanita / McNary intersection
- Create parallel north-south bike networks
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20

# RIVER ROAD SOUTH OF CHEMAWA ROAD

## Existing Cross Section



21

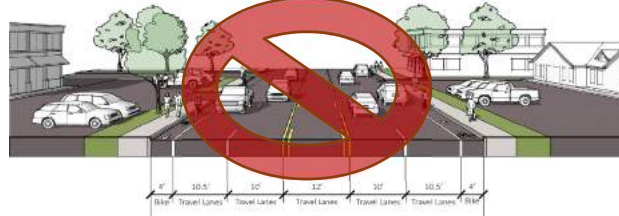
# BICYCLE FACILITY SELECTION ON RIVER ROAD

Speed

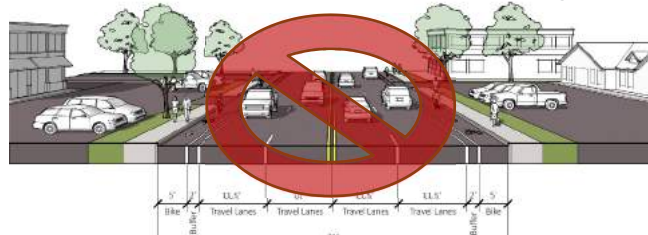
Volume (Vehicles/Day)



## On-Street Bike Lanes



## Buffered Bike Lane Facility

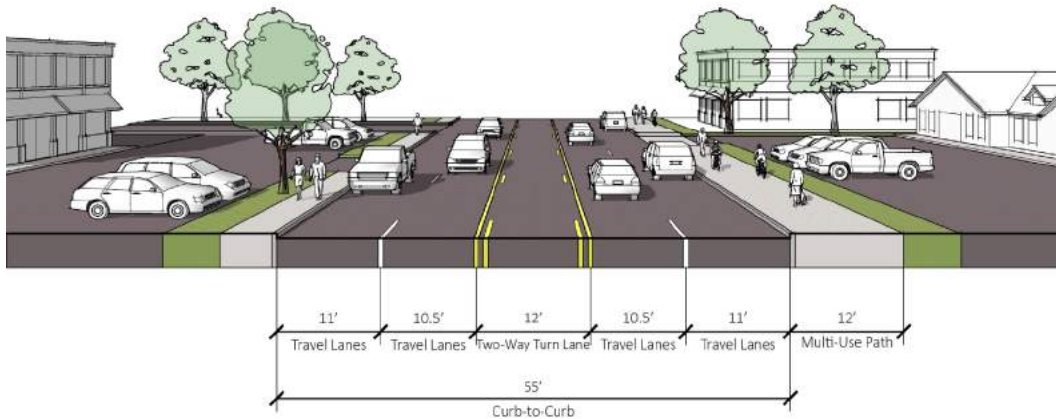


22



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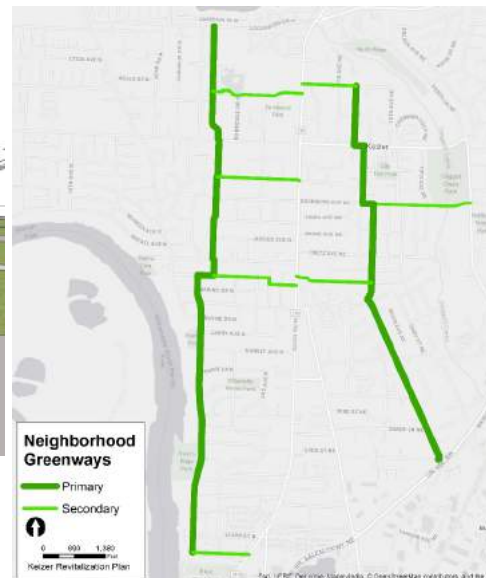
### *Multi-Use Path (Preferred Option)*



23

## PARALLEL ROUTES TO RIVER ROAD

### Shoreline Drive Neighborhood Greenway



24



## QUESTIONS FOR CAC

1. Do you still support the multimodal path option?
2. Should both River Road bicycle facilities and parallel bicycle routes (greenways) be priorities of the Plan?

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## POTENTIAL PUBLIC INVESTMENTS

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## POTENTIAL PUBLIC INVESTMENTS

- *Wheatland Road Intersection*
- *Re-align Manzanita / McNary Intersection*
- *Sidewalk Infill*
- *Parallel Bike Networks*
- *Safety / Mobility Audit*
- *Modified Streetscape*
- Main Street Program
- Economic Development Department
- Public Parking Lot/s
- Enhance Claggett Creek
- Public Plaza

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## POTENTIAL PUBLIC INVESTMENTS

- Public investments will require funding sources
- Currently there is no dedicated funding source (such as Urban Renewal)

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## POTENTIAL FUNDING SOURCES

### Active:

- Urban renewal
- LID/BID
- Public/Private Partnerships (PPP)
- Fee waivers/subsidies
- Land acquisition and control
- Tax exemptions/abatements
- Equity gap financing

### Opportunistic:

- Grants
- Improvements with development

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## QUESTIONS FOR CAC

1. There are a number of potential funding sources for public investments.
  - Are there tools you would like to prioritize?
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  - What are your thoughts about these options?

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## FINAL QUESTION FOR CAC

Are there any outstanding issues or questions that would keep you from supporting this plan?

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## NEXT STEPS

- Review and Input on Draft Plan
  - CAC (tonight)
  - Stakeholder Advisory Group (June 20)
- Revised Plan for Adoption
  - June/July
- Plan Adoption by Planning Commission and City Council
  - August

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## Keizer Revitalization Plan

Citizen Advisory Committee

Meeting #4

June 11, 2019





## Meeting Notes

**To:** Shane Witham, Dina Russell – City of Keizer  
**From:** Li Alligood – Otak Inc.  
Shayna Rehberg – Angelo Planning Group (APG)  
**Date:** June 20, 2019  
**Subject:** **Keizer Revitalization Plan – Meeting Summary Stakeholder Meeting #3**  
**Attendees:** Dennis Blackman, Carol Doerfler, Richard Walsh, Laura Reed, Pastor Jose Dominguez, Ingacio and Alicia  
**Project No.:** 17428A

Stakeholder Meeting #3 was held from 6:00 to 8:00 pm at Keizer City Hall. Consultants Li Alligood and Shayna Rehberg delivered a PowerPoint presentation and led the discussion. The focus of the meeting was the May 2019 Draft Keizer Revitalization Plan. The presentation is attached to these notes.

### **Introductions**

Attendees introduced themselves and identified any particular affiliations. Attendees included business owners, members of the Assembly of God congregation, a representative of the West Keizer Neighborhood Association, and a City Council member.

Carol noted that the maps in the document were difficult to read.

### **Presentation**

Li Alligood began the meeting with a recap of input received since Stakeholder Meeting #2.

### **Code and Policy Recommendations**

Shayna Rehberg, APG, led the discussion of this section.

#### **Code and Comp Plan Amendments Overview & Rezoning Recommendations**

- Generally, the proposed revisions are intended to provide more flexibility and a simpler approach.
- Rezoning recommended for the manufactured home park will require the City to develop policies and mitigation measures and have more community conversation before the rezoning is proposed for adoption (after this plan's adoption process).
- Carol asked if the residential sites being discussed were single-family residential?
  - Shane noted that they were referring to the mobile home park and vacant field (Medium Density Residential zoning).
- Laura asked if there was time to talk to property owners about the proposed zone change?
  - Shane noted that there would be public notice and opportunities for property owners to weigh in. The team was recommending holding off on rezoning the mobile home park until the City has had an opportunity to discuss potential incentives for retaining affordable housing for residents.
- Laura asked if businesses selling marijuana would need to be clearly identified under the proposed codes?
  - Shane noted that other regulations related to marijuana businesses would remain in effect.
- Richard noted that the project area map included the Staats Lake business park, but it was not included in the Lockhaven Center.
  - Shayna noted that the Lockhaven Center included underdeveloped land.
  - Shane noted that the business center was fairly recently developed and was unlikely to be developed during the planning horizon of 20 years.

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- Carol asked if the City would have responsibility for residents of the mobile home park.
  - Shane noted that the project team was very sensitive to potential displacement, which is why the team had decided to delay rezoning that site at this point.
  - He noted that under current zoning the site could be redeveloped as well.
- Richard noted that the commercial uses along River and Chemawa are not entirely connected.
  - The project team noted this but only a few blocks of Chemawa Road are within the scope of this project; Chemawa Road out to Keizer Station is outside the project's scope. However, these connections could be considered when discussing investment options like urban renewal (addressed later in the meeting).
- Shayna clarified that mixed-use development would be permitted in the adjacent residential zone as long as there is no net loss of housing units – these units could be part of a mixed-use development or a denser residential development type like a duplex to replace two single-family homes
  - Richard asked if the replacement units needed to be the same size or housing type.
  - There are no such requirements in currently proposed code language.

### **Corridor-Wide Development Standards**

- There are currently no proposed changes to the existing height limitations of 50 ft.
  - Richard asked why the height could not be increased beyond 50 ft?
  - Shayna noted that the community is comfortable with the current height limit but not beyond.
  - Shane noted that market analysis for the area indicated limited potential for building taller than that in the short- to medium-term.
  - *Note: Increased height was also raised at the CAC meeting.*
- New access spacing regulations are proposed to limit driveways on River Road and Cherry Avenue under specified circumstances (related to substandard driveway spacing and identified safety issues).
  - This would be triggered by a change or intensification of use that triggers additional parking.
  - Shayna noted that this would improve the walking experience and safety.
- Laura asked if the prohibition against auto-oriented uses had been changed at Keizer/Chemawa.
  - Shane clarified that the prohibition had been revised but conditional use approval was still required
- Carol clarified that new buildings could be up to 20 ft. from the street.
  - Shane confirmed that that was the case, as long as pedestrian amenities or landscaping was located between the building and the street.

### **Centers Development Standards**

- Richard cautioned about building up to the sidewalk and limiting right-of-way and road widening options in the future.
- Richard asked clarifying questions about landscaping requirements and minimum roof pitches.
  - Shayna replied that minimal roof design standards are proposed in Centers.
  - Richard stated that he supported retaining flexibility and the ability to exercise discretion.

The presentation ended with questions for the group (below)

1. *Overall: Do the code and comp plan amendments reflect the Plan's objectives?*
2. *Corridor-wide uses – Are proposed rezoning and modified residential standards for duplexes and accessory residential units consistent with the Plan's objectives?*
3. *Corridor-wide development standards*
  - A. *Are reduced requirements (e.g., lower minimum landscaping standards/higher maximum lot coverage allowances, lower minimum parking for some uses) consistent with the Plan's objectives?*
  - B. *Do expanded requirements (e.g., quality standards for landscaping) reflect the Plan's objectives?*
4. *Centers – Are proposed master plan requirements, development standards, and building design standards consistent with the Plan's objectives?*

Attendee direction:

- Attendees felt that the proposal was on the right track.

### **Transportation Recommendations**

Li Alligood, Otak, provided a brief overview of the transportation recommendations:

*KRP – Stakeholder Meeting #3 Summary*

- Construct a modified River Road Streetscape
- Improve Wheatland Road intersection
- Re-align Manzanita / McNary intersection
- Create parallel north-south bike networks
- Develop sidewalk upgrade and infill program
- Perform a road safety / mobility audit

She reviewed the previous discussion about the River Road multi-use path and how the final proposal was selected.

- Richard asked if the multimodal path could be phased as right-of-way was being acquired? He noted that the path would be dangerous without removing driveways along River Road.
- Dennis noted that multiple driveways slow drivers down, they are more aware of activity and businesses along the corridor.
- Richard suggested options for consolidating driveways.
  - Shane noted that the City encourages consolidation when possible, but can't require it
  - Li noted that it was helpful for the City to have some incentives, financial or otherwise, to encourage this approach.
- Carol asked if there had been comments from the bike community.
  - Shane noted that several bicyclists were involved in the discussions – no one bikes on River Road because it is dangerous and the multi-use path is the most popular option.
- Laura suggested that multiple options be provided for those that only need to travel on River Road (rather than traveling out of direction to use the parallel bicycle facilities).
- Shane noted that the plan is about reinvesting in our community.
- Richard noted that cyclists are using the greenways to get to Salem, not to the Keizer city core. That said, he advised coordinating with Salem systems to create regional routes and amenities.
- Laura noted that bicycle parking facilities were needed in the core.
- Richard noted that electric wheelchairs have challenges on River Road due to the driveway cuts and variable terrain.

The presentation ended with questions for the group:

1. *Do you still support the multimodal path option?*
2. *Should both River Road bicycle facilities and parallel bicycle routes (greenways) be priorities of the Plan?*

Attendee direction:

- Yes, multimodal path is still supported "if it's done right."
- Both River Road bicycle facilities and parallel bicycle routes should be priorities because they serve different purposes.

### **Public Investment Recommendations**

Li Alligood, Otak, led the discussion of this section.

- In addition to the transportation improvements discussed above, there were additional public investment recommendations:
  - Main Street Program
  - Economic Development Department
  - Public Parking Lot/s
  - Enhance Claggett Creek
  - Public Plaza
- Public investments would require funding sources, which do not currently exist.
- There are active funding sources, such as urban renewal, and opportunistic funding sources, such as grants

- Laura noted that funding would be needed for construction and improvements; policy and code updates primarily require staff time.
  - She suggested working on getting other sources of funding as available.
- All agreed that the options needed to be clearly defined.

The presentation ended with questions for the group:

1. *There are a number of potential funding sources for public investments.*
  - *Are there tools you would like to prioritize?*
2. *Some options will require City Council action and commitment of City resources.*
  - *What are your thoughts about these options?*

Attendee direction:

- Richard noted that urban renewal should be the highest priority tool – it has to be in place early
  - He felt that LID/BID should be kept on the list but be moved to the bottom of the list.
- Dennis agreed that urban renewal was needed to implement these recommendations
- Carol agreed that the City should use every tool available.
- Dennis noted that LID/BID could be useful if business were wanting to make improvements and wanted to take advantage of efficient borrowing rates provided by this funding mechanism.
  - We need to look at the bigger picture; business are in business to serve the community.
- Laura asked if the Chamber of Commerce would support this plan and share information with their members?

### ***Final Question/Discussion***

Li finished the presentation with a final question: *Are there any outstanding issues or questions that would keep you from supporting this plan?*

Attendee response:

- Carol noted that potential manufactured home displacement was a significant issue
  - Shane noted that the City needed to discuss ways to provide additional protections for the residents, and asked if she thought the site should be removed from the plan area?
  - Carol felt that it should remain within the plan area but more discussion was important
  - Other attendees agreed
- Dennis asked whether maintaining or increasing needed housing (i.e., findings from recent Housing Needs Analysis work) in the corridor could be achieved by this plan.
  - Shane responded that it should, particularly if higher density housing is developed in the corridor.

Closing thoughts: Attendees expressed appreciation for the thoughtfulness of the plan and the transparent planning process.

### ***Next Steps***

Li noted that public hearings were anticipated for August and September, and that the project team would be reaching out to stakeholders for support at the hearings.

The meeting ended at 8:10 pm.

# Keizer Revitalization Plan

Stakeholder Group  
Meeting #3  
June 20, 2019



## AGENDA

- Recap
- Code and Policy Recommendations
- Transportation Recommendations
- Public Investment Recommendations
- Discussion



## RECAP OF RECENT EVENTS

3

## SINCE WE LAST MET...

- Stakeholder meetings and interviews
- Public meetings
- City Council and Planning Commission work sessions
- Analysis and memos:
  - Update Gap Analysis and Implementation Strategies
  - Comprehensive Plan and Development Code Amendments
  - Public Investments
  - Mobility Impact Assessment
  - Multimodal Transportation Assessment

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## PLAN GOALS & OBJECTIVES

### **A Thriving, Diverse Corridor**

- Variety of living-wage jobs
- Range of goods and services
- Support existing businesses and new businesses
- Variety of housing for range of incomes, needs, and preferences
- Creation of centers with transitions between
- Spaces for gathering

### **Thoughtful Growth & Redevelopment**

- Consistency with small-town character
- Efficient use of infrastructure
- Proximity and mix of uses in centers
- Attractive, distinctive identity for the area

### **Excellent Transportation & Public Facilities**

- Balanced set of transportation options: transit, walking, biking, driving
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- Well-maintained streets and bicycle / pedestrian facilities
- Transit access focused at development centers



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## PLAN CONTENTS

1. Executive Summary
2. Background and Planning Process
3. Land Use and Urban Design
4. Transportation
5. Public Investment
6. Implementation Strategies
7. Potential Funding Sources

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## PLAN RECOMMENDATIONS

- Land Use and Urban Design
  - Code and Policy Recommendations
- Transportation
  - Infrastructure Recommendations
- Public Investment
  - Infrastructure Recommendations
  - Tools

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## CODE AND POLICY RECOMMENDATIONS

8

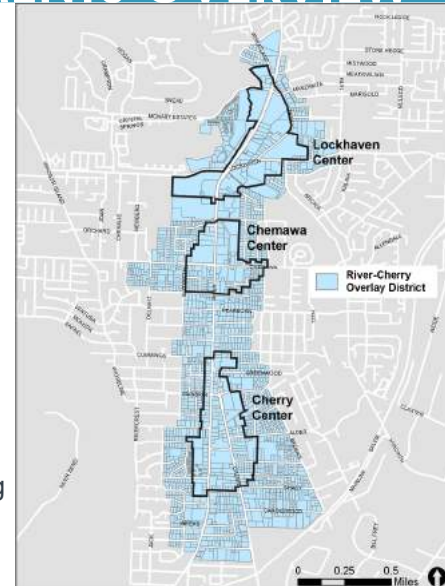
## CODE & COMP PLAN AMENDMENTS OVERVIEW

### Keizer Development Code (KDC)

- **Zone Map amendments** – rezoning to Mixed Use
- **River-Cherry Overlay District (RCOD)**
  - New overlay district
  - Sub-districts – Lockhaven, Chemawa, & Cherry “Centers”
  - Corridor-wide use & development requirements
  - Centers master plan & development/design requirements
- *Other KDC amendments* – procedural; references to RCOD

### Comprehensive Plan

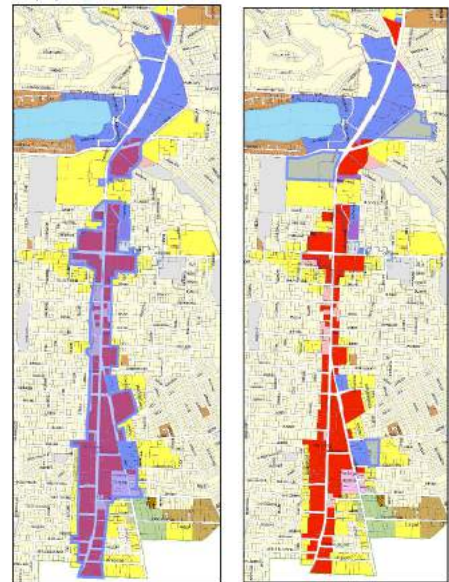
- Keizer Revitalization Plan becomes element of Comp Plan
- *Comp Plan Map amendment* – consistent w/ proposed rezoning
- *Minor text amendments* – refer to this Plan, retire McNary Activity Center Plan



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## REZONING RECOMMENDATIONS

- **Rezone Commercial areas to Mixed Use**
- Rezone 3 Medium Density Residential properties to Mixed Use
- **Goals:**
  - Simplify application of different zones
  - Increase consistency & flexibility
  - Enhance development capacity & variety of services



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## OVERLAY APPLICABILITY / PERMITTED USES

- General applicability – new construction & major renovation (25%+ of assessed value)
- Simplified use categories
  - Residential
  - Commercial (10 subcategories)
  - Industrial (light manufacturing only)
  - Institutional (e.g., worship, community services)
  - Infrastructure (similar to existing categories)
- Some specific uses prohibited
- Mixed uses permitted in adjacent R zone

USE CATEGORY	PERMITTED	NOTES
<b>Residential</b>		
Household Living	P/S	Such as buildings with one or more dwelling units.  Special Use provisions apply to shared housing facilities (Sections 2.403 and X.XXX.05 C), zero side yard dwelling units (Section 2.404), cottage clusters (Section 2.432), and home occupations (Section 2.407).
Group living	P/S	Such as residential homes and facilities.  Special Use provisions apply to nursing and personal care facilities (Section 2.431).
<b>Commercial</b>		
Commercial Lodging	P/S	Such as hotels and motels.  Special Use provisions apply to bed and breakfast establishments (Section 2.408).
Commercial Recreation	P	Such as athletic clubs.
Commercial Parking	P	Only parking structures.
Durable Goods Sales	P	Such as home improvement, home furnishing, and appliance stores.
Eating and Drinking Establishments	P	
Health Care Offices	P	

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## CORRIDOR-WIDE DEVELOPMENT REQUIREMENTS

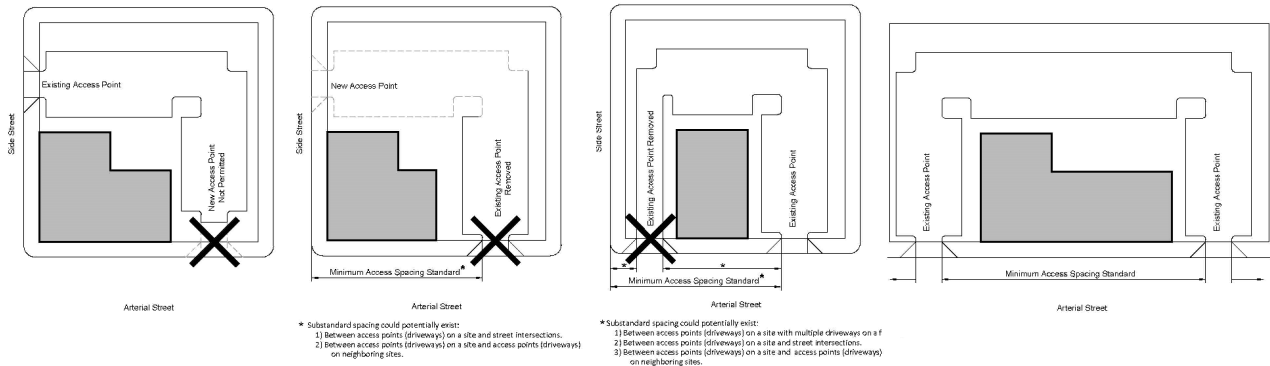
- Landscaping - ↓ min. standards; ↑ quality standards
- Residential density and lot size [S11](#)
  - Small density ↑ in RS, RM, & MU zones in overlay
  - ↓ min. lot size for duplexes
  - ↑ # of accessory units allowed [S4](#)
- Off-street parking - ↓ min. requirements for some residential and commercial uses [S7](#)



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## CORRIDOR-WIDE DEVELOPMENT REQUIREMENTS

- Access standards
  - For specific change of use cases
  - Closing access points w/ substandard spacing &/or issues id'ed in traffic analysis



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## OTHER DEVELOPMENT REQUIREMENTS

STANDARD	EXISTING KDC	PROPOSED CHANGE	
		Corridor-wide	Centers Only
Auto-Oriented Uses & Development	Prohibited at River/Chemawa intersection	n/a	Limited through Conditional Use &/or subject to mitigation (e.g., setbacks, screening/buffering)
Max. Lot Coverage (MU zone)	Commercial: 85% Mixed Use: 80% Residential: 75%	Commercial: 90% Mixed Use: 85% Residential: 85%	Commercial: 95% Mixed Use: 90% Residential: 90%
Front Setback (MU zone)	Min. - Non-residential: 10' Min. - Residential: 10' Max. - none (Cherry Ave: 5' min, 10' max)	n/a	Min: 0' Max: 10' (unless public amenity)

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## ADDITIONAL REQUIREMENTS IN CENTERS

- Master Planning provisions for Lockhaven
- Additional ↓ parking requirements
- Urban/building design standards
  - Building entries
  - Weather protection
  - Parking location
  - Pedestrian open space
  - Window coverage
  - Façade detailing
  - Building materials
  - Equipment screening



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## QUESTIONS

*Overall:* Do the code & comp plan amendments reflect the Plan's objectives?

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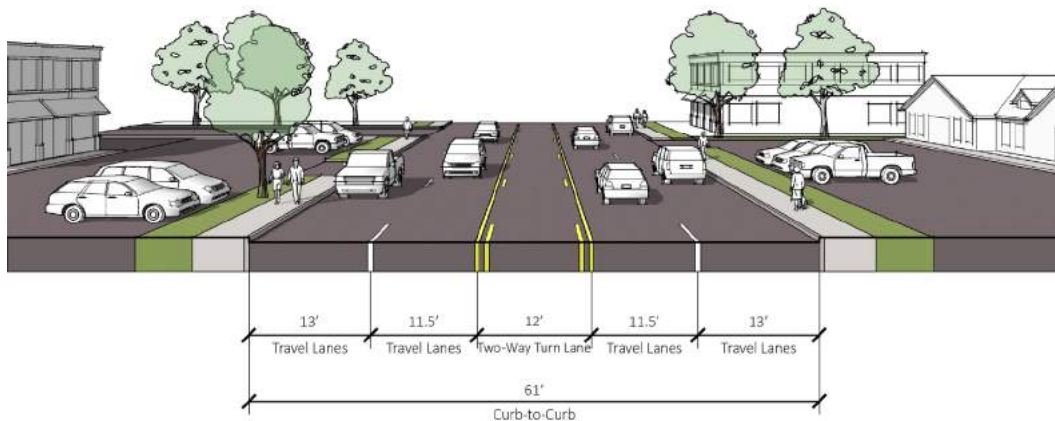
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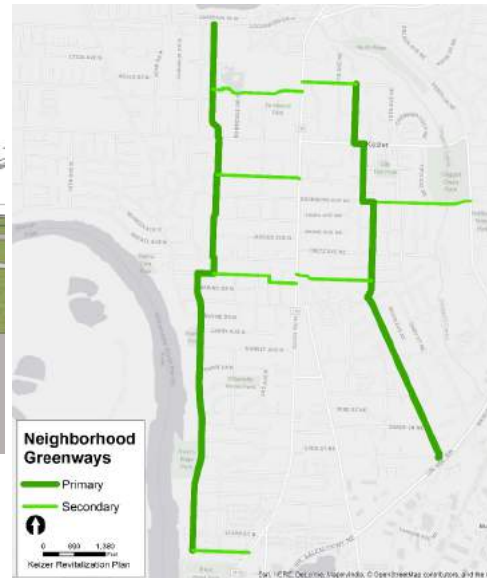


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## PARALLEL ROUTES TO RIVER ROAD

Shoreline Drive Neighborhood Greenway



23

## QUESTIONS

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### Opportunistic:

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## QUESTIONS

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## FINAL QUESTION

Are there any outstanding issues or questions that would keep you from supporting this plan?

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## NEXT STEPS

- Revised Plan for Adoption
  - June/July
- Plan Adoption by Planning Commission and City Council
  - August

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# Keizer Revitalization Plan

Stakeholder Group

Meeting #3

June 20, 2019

