A BILL

ORDINANCE NO. 2019-810

FOR

AN ORDINANCE

ADOPTING THE KEIZER REVITALIZATION PLAN; AMENDING THE KEIZER DEVELOPMENT CODE; AMENDING THE KEIZER COMPREHENSIVE PLAN MAP AND TEXT; AMENDING THE KEIZER ZONING MAP; **AMENDING ORDINANCE 98-389 AND ORDINANCE 87-077**

WHEREAS, the Keizer Planning Commission has recommended to the Keizer City Council that the Keizer Revitalization Plan be adopted and that amendments be made to the Keizer Development Code, the Keizer Comprehensive Plan Map, the Keizer Comprehensive Plan Text, and the Keizer Zoning Map;

WHEREAS, the Keizer Planning Commission and the Keizer City Council have held hearings to consider the Keizer Revitalization Plan and the amendments referenced above;

WHEREAS, the Keizer City Council has determined that it wishes to adopt the Keizer Revitalization Plan and has determined that it is necessary and appropriate to amend the Keizer Development Code, the Keizer Comprehensive Plan Map, the Keizer Comprehensive Plan Text and the Keizer Zoning Map as set forth herein;

WHEREAS, the Keizer City Council has determined that such amendments meet the criteria set forth in state law, the Keizer Comprehensive Plan, and the Keizer Development Code;

Keizer City Attorney
930 Chemawa Road NE
PO Box 21000
Keizer, Oregon 97307
503-856-3433

NOW, THEREFORE,

The City of Keizer ordains as follows:

Section 1. FINDINGS. The City of Keizer adopts the Findings set forth in Exhibit "A" attached hereto and by this reference incorporated herein.

Section 2. ADOPTION OF THE KEIZER REVITALIZATION PLAN. The City of Keizer hereby adopts the Keizer Revitalization Plan as set forth in Exhibit "B" attached hereto and by this reference incorporated herein.

Section 3. AMENDMENT OF THE KEIZER DEVELOPMENT CODE. The Keizer Development Code (Ordinance No. 98-389) is hereby amended at Sections 1.103 (Establishment of Zoning Districts); Section 1.200 (Definitions); Section 2.102 (Single Family Residential); Section 2.104 (Medium Density Residential); Section 2.107 (Mixed Use); new Section 2.130 (River-Cherry Overlay District); Section 2.315 (Development Standards); Section 3.101 (Summary of Application Types); new Section 3.114 (Lockhaven Center Master Plan; and Section 3.202 (General Procedures – Types I, II, and III Actions) as set forth in Exhibit "B", Appendix 5 (Background for Comprehensive Plan, Development Code, and Zoning Map Amendments), Appendix A and Appendix B attached to the Keizer Revitalization Plan.

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Section 4. AMENDMENT OF THE KEIZER COMPREHENSIVE PLAN TEXT. The Keizer Comprehensive Plan is amended as set forth in Exhibit "B", Appendix 5 (Background for Comprehensive Plan, Development Code, and Zoning Map Amendments), Appendix D attached to the Keizer Revitalization Plan.

Section 5. AMENDMENT OF THE KEIZER COMPREHENSIVE PLAN MAP. The Keizer Comprehensive Plan map is amended to change the plan designations as set forth in Exhibit "C" attached hereto and by this reference incorporated herein.

Section 6. AMENDMENT OF THE ZONE MAP. The Keizer Development Code/Keizer Zoning Map is amended to change the zones as set forth in Exhibit "D" attached hereto and by this reference incorporated herein.

Section 7. MCNARY ACTIVITY CENTER DESIGN PLAN. The McNary Activity Center Design Plan is superseded by the Keizer Revitalization Plan. However, the McNary Activity Center Design Plan is still a valid reference for existing development approved under such plan.

Section 8. AMENDMENT OF THE KEIZER COMPREHENSIVE PLAN AND KEIZER DEVELOPMENT CODE. Ordinance No. 87-077 (Keizer Comprehensive Plan) and Ordinance No. 98-389 (Keizer Development Code) are hereby amended as set forth herein.

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Section 9. OFFICIAL RECORD. One copy of the Keizer Revitalization Plan referenced above shall be marked "Official Text" and kept on file in the office of the City Recorder.

Section 10. SEVERABILITY. If any section, subsection, sentence, clause, phrase, or portion of this Ordinance is for any reason held invalid or unconstitutional, or is denied acknowledgment by any court or board of competent jurisdiction, including, but not limited to the Land Use Board of Appeals, the Land Conservation and Development Commission and the Department of Land Conservation and Development, then such portion shall be deemed a separate, distinct, and independent provision and such holding shall not affect the validity of the remaining portions hereof.

Section 11. EFFECTIVE DATE. This Ordinance shall take effect thirty (30) days after its passage.

PASSED this 18th day of November, 2019.

SIGNED this 18th day of November, 2019.

Cathy Clark
Mayor

City Recorder

Keizer City Attorney
930 Chemawa Road NE
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Keizer, Oregon 97307
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EXHIBIT "A"

Findings regarding the adoption of amendments to:

- **Subsections III(D)(2)(b), (c), (d), (e), (f), and (j); Subsection III(E)(4)(b); and Subsection V(D) of the City of Keizer Comprehensive Plan;**
- **City of Keizer Comprehensive Plan Map;**
- **City of Keizer Zoning Map; and**
- **The following sections of the Keizer Development Code (KDC): Section 1.103 (Establishment of Zoning Districts); Section 1.200 (Definitions); Section 2.102 (Single Family Residential); Section 2.104 (Medium Density Residential); Section 2.107 (Mixed Use); new Section 2.130 (River-Cherry Overlay District); Section 2.315 (Development Standards); Section 3.101 (Summary of Application Types); new Section 3.114 (Lockhaven Center Master Plan; and Section 3.202 (General Procedures – Types I, II, and III Actions).**

The City of Keizer finds that:

1. General Findings.
   The particulars of this case are found within Planning file Comp Plan/Zone Change/Text Amendment 2019-17. Public hearings were held before the Planning Commission on August 14, 2019 and before the City Council on September 16, 2019.

2. Criteria for approval are found in Sections 3.110.04 (Zone Change) and 3.111.04 (Text Amendments) of the Keizer Development Code. Amendments to the Comprehensive Plan or Development Code shall be approved if the evidence can substantiate the criteria are met. Amendments to the Comprehensive Plan Map shall be reviewed for compliance with each of the criteria contained in Section 3.111.04, while text amendments shall only be reviewed for compliance with Section 3.111.04 B, C, and D.

3. **Section 3.110.04.A. The proposed zone is appropriate for the Comprehensive Plan land use designation on the property and is consistent with the description and policies for the applicable Comprehensive Plan land use classification.**

   FINDINGS: The proposed zone change consists of changing Commercial zones to the Mixed Use zone and applying a new overlay zone, the River-Cherry Overlay District (RCOD). The proposed zone change is accompanied by a corresponding Comprehensive Plan land use designation amendment. As a result, the proposed change in zoning will be consistent with the associated Comprehensive Plan land use designation. The proposed zones are consistent with the Mixed Use Comprehensive Plan policies in that both commercial (including employment) and residential uses are to be emphasized on land proposed to be rezoned – not just commercial uses, consistent with the goals and objectives of the

Keizer Revitalization Plan that is being adopted and which forms the policy basis for application of Comprehensive Plan and Zoning Map designations in this area.

4. **Section3.110.04.B. The uses permitted in the proposed zone can be accommodated on the proposed site without exceeding its physical capacity.**

FINDINGS: The proposed zone change does not allow more intensive uses (i.e., uses that generate significantly more traffic) than existing Commercial zoning. Rather the zone change is intended to encourage more housing development and a resulting broader mix of development on the properties being rezoned. Given there is sufficient physical capacity for the existing zoning, the proposal will not exceed the land's physical capacity.

5. **Section3.110.04.C. Allowed uses in the proposed zone can be established in compliance with the development requirements in this Ordinance.**

FINDINGS: Uses allowed in the proposed zone will be subject to development requirements in this Ordinance, including new development standards proposed as part of the new RCOD overlay zone, which includes the land proposed to be rezoned. Proposed uses can and will demonstrate compliance with these development requirements through the submission of a future development or redevelopment application in order to obtain development approval.

6. **Section3.110.04.D. Adequate public facilities, services, and transportation networks are in place or are planned to be provided concurrently with the development of the property.**

FINDINGS: Adequate public facilities, services, and transportation networks currently serve existing development on the land proposed to be rezoned. When development or redevelopment is proposed on the rezoned land, right-of-way requirements in Section 2.302 (Street Standards) and setback standards in the Mixed Use zone (Section 2.107) and new RCOD zone (Section 2.130) will be implemented in order to allow for improvements of the right-of-way consistent with cross sections in the Keizer Revitalization Plan. Other specific transportation improvements identified in the City's Transportation System Plan (e.g., McNary Estates Drive/Manzanita Street and River Road/Wheatland Road intersection projects) will be constructed depending on development needs.

7. **Section 3.110.04.E. For residential zone changes, the criteria listed in the purpose statement for the proposed zone shall be met.**

FINDINGS: A residential zone change is not proposed. Therefore, this criterion is not applicable.

8. **Section 3.110.04.F. The following additional criteria shall be addressed:**

1. The supply of vacant land in the proposed zone is inadequate to accommodate the projected rate of development of uses allowed in the zone during the next 5 years, or the location of the appropriately zoned land is not locationally or physically suited to the particular uses proposed for the subject property, or lack site specific amenities required by the proposed use.
2. The supply of vacant land in the existing zone is adequate, assuming the zone change is granted, to accommodate the projected rate of development of uses allowed in the zone during the next 5 years.
3. The proposed zone, if it allows uses more intensive than other zones appropriate for the land use designation, will not allow uses that would destabilize the land use pattern of the area or significantly adversely affect adjacent properties.

FINDINGS: Because the allowed uses are similar in the Commercial Mixed Use (CM) and Mixed Use (MU) zones, subsections 1 and 2 above are not applicable in this case.

The proposed zone change from Commercial to Mixed Use will provide uniform zoning – and more consistency in permitted uses and development requirements – in the River Road and Cherry Avenue corridors where a number of different zones are currently applied. The rezoning will emphasize a combination of commercial/employment and residential development, and will accommodate development projected for the next 5-20 years. The proposed zone does not permit more intensive uses than existing zoning and, therefore, will not significantly adversely affect the existing land use pattern or adjacent properties.

9. **Section 3.111.04.A - Impact of the proposed amendment on land use and development patterns within the city, as measured by:**

1. Traffic generation and circulation patterns;
2. Population concentrations;
3. Demand for public facilities and services;
4. Maintenance of public health and safety;
5. Level of park and recreation facilities;
6. Economic activities;
7. Protection and use of natural resources;
8. Natural hazards and constraints;
9. Compliance of the proposal with existing adopted special purpose plans or programs, such as public facilities improvement programs.

FINDINGS: The proposed Comprehensive Plan Map amendment is intended to support development and redevelopment in the River Road and Cherry Avenue corridors. This development will allow more efficient use to be made of existing infrastructure and will provide opportunities for private and public (City) investment in planned transportation and other public facility improvements.

Increased development will increase population and economic activity in the corridors. Improved pedestrian and bicycle facilities (sidewalks, multi-use path, and parallel shared roadway routes) and connections to existing and planned transit that will come with private development and public investments are intended to promote more walking, biking, and transit in the corridors. While limiting the increase in car trips, these improvements also benefit public health and safety. Other public safety services (e.g., police) that are already provided in these corridors will be maintained.

New development requirements and public investments that are recommended as part of the Keizer Revitalization Plan support gathering spaces in building setbacks plus in strategic locations in the corridors. Regulations related to natural resources and natural hazards associated with Claggett Creek in the area being proposed for the Comprehensive Map amendment are not affected by the proposed amendment and will continue to be implemented and enforced.

10. **Section 3.111.04.B - A demonstrated need exists for the proposed amendment.**

FINDINGS: The City Council finds that the proposed Comprehensive Plan Map, Comprehensive Plan, and KDC amendments reflect needs established through the Keizer Revitalization Plan process. The Plan carries forward prior planning work done in the River Road and Cherry Avenue corridors, provides clear new development requirements, and identifies key transportation strategies and public investments necessary for implementing the vision to revitalize these corridors.

11. **Section 3.111.04.C- The proposed amendment to the Keizer Development Code complies with statewide land use goals and related administrative rules.**

FINDINGS: The proposed amendments comply with the statewide land use planning goals as discussed below.

Goal 1 – Citizen Involvement: The adoption of this ordinance followed notice, a public process involving public hearings, deliberation, and ordinance adoption. Public notice was provided in the Keizertimes newspaper. Public hearings were held before the Planning Commission on August 14, 2019, and before the City Council on September 16, 2019. Citizens were afforded the opportunity to participate in the public process, including as part of four meetings with the project's Citizen Advisory Committee, three sets of stakeholder meetings, and two open houses that were held in order to develop the Keizer Revitalization Plan. This overall process is consistent with the provision for providing an opportunity for citizens to be involved in all phases of this planning process as is required by this goal and implementing Oregon Administrative Rules.

Goal 2 – Land Use Planning: This ordinance amends the Keizer Comprehensive Plan and the KDC. The amendments were developed through a systematic and open planning process that consisted of inventorying existing conditions, performing a "gap analysis" based on agreed-upon goals and objectives, and developing recommended strategies for land use, transportation, and public investment implementation. The adoption proceedings were conducted in a manner consistent with the Keizer Comprehensive Plan, KDC, and applicable state law. Therefore, the amendments are consistent with this statewide planning goal and administrative rules.

Goal 3 – Farm Land: The proposed amendments do not apply to land in the city designated for agricultural uses.

Goal 4 – Forest Land: The proposed amendments do not involve any designated forest land and will not impact the use of any forest lands.

Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces: The City has established a Resource Conservation overlay zone to maintain, preserve, and protect the natural features associated with Claggett Creek in the River Road corridor where the proposed amendments will be applied. The regulations associated with this overlay zone will be implemented when development is proposed in this area. In addition, the City has storm water regulations to protect water quality of local waterways. The proposed amendments support the City's natural resources protection regulations, in particular, by recommending public investments to enhance (to "daylight") Claggett Creek near the Lockhaven intersection and improve open space opportunities associated with the creek. Therefore, the amendments are consistent with this goal and with administrative rules that implement this goal.

Goal 6 – Air, Water and Land Quality: The City provides its residents and employers with water from groundwater sources. Water quality is monitored in the city – including the area affected by the proposed amendments – to ensure that it complies with all state and federal water quality standards. New construction is required to be connected to the established sanitary sewer system, thereby reducing the potential of groundwater contamination from failing on-site septic systems. The City has storm water regulations designed to maintain water quality in the Willamette River and local streams. Land quality is protected through the City's erosion control regulations and development regulations implemented at the time of proposed development. Air quality is protected through the City's existing and proposed development regulations that limit certain types of uses and are enforced by appropriate state agencies that govern air emission standards. The proposed amendments include transportation recommendations that will support increased walking, biking, rolling, and transit use in the River Road and Cherry Avenue corridors, which are non-polluting or less polluting modes of transportation. Therefore, the proposed amendments will comply with this goal and with the administrative rules that implement this goal.

Goal 7 – Natural Hazards: Regulations related to natural resources and natural hazards associated with Claggett Creek in the area being proposed for amendments are not affected by the proposed amendments and will continue to be implemented and enforced. The proposed amendments bolster these regulations by recommending public investments to enhance Claggett Creek and improve open space opportunities associated with the creek. Therefore, the proposed amendments comply with this goal and with the administrative rules that implement this goal.

Goal 8 – Recreation: New development requirements and public investments that are recommended as part of the Keizer Revitalization Plan support gathering spaces in building setback areas and in other strategic locations in the corridors. The proposed amendments also recommend public investments to enhance Claggett Creek and improve open space opportunities associated with the creek. Therefore, the proposed amendments comply with this goal and with the administrative rules that implement this goal.

Goal 9 – Economic Development: The proposed amendments support economic development in the development requirements and public investments recommended as part of the Keizer Revitalization Plan. Development requirements increase developability by measures such as allowing for greater lot coverage, requiring less parking, and allowing for a broader mix of future land uses. Public investments that will support economic development include transportation improvements (e.g., development of multi-use path on River Road and intersection improvements at McNary Estates Drive/Manzanita Street and River Road/Wheatland Road) and other strategies (e.g., a City Economic Development position, a Main Street program, and public parking lots). Therefore, the proposed amendments comply with this goal and with the administrative rules that implement this goal.

Goal 10 – Housing: The proposed amendments promote housing in the Keizer Revitalization Plan area in a number of ways, including the following:

- **Increase the supply of land zoned to allow residential use, particularly multi-family housing**. The City's most recent Buildable Lands Inventory and Housing Needs Analysis (HNA), adopted in 2013, indicated a shortage of land for future residential development. Those analyses showed that the City had the capacity for 2,738 housing units based on current zoning at that time, with a projected 20-year need for approximately 4,500 new housing units. The analyses indicated a gap in land capacity for all types of housing. Amendments proposed to the City's Comprehensive Plan and Zoning Ordinance as part of this proposal include rezoning land from commercial to Mixed Use zoning along River Road and Cherry Avenue. The Mixed Use zone allows for residential uses as outright permitted uses, effectively increasing the supply of land

available for housing. Densities allowed in this zone range from 8 to 24 units per acre, with higher densities specified for much of the project area as noted below. This will encourage development of denser, lower-cost forms of housing and will increase the capacity of existing land in Keizer for new housing.

- **Reduce minimum lot size regulations for housing in the project area.** A new overlay zone is proposed for the Keizer Revitalization Plan project area. Within this area, smaller lot sizes and higher minimum and maximum densities are proposed as summarized in the table below. These reduced lot sizes and higher densities will reduce the cost of housing development in this area and promote a wider range of housing types and price ranges.

		Development Type			
Zone	DIMENSION	Single Family Attached	Single Family Detached	Duplex	Multi-Family
MU Lot Size/ Density	Existing	3,500 sf	4,000 sf	6,000 sf	Min: 8 du/acre Max: 24 du/acre
	Proposed	2,000 sf	3,000 sf	4,000 sf	Min: 12 du/acre Max: 28 du/acre
RM Lot Size/ Density	Existing	3,500 sf	4,000 sf	6,000 sf	Min: 6 or 8 du/acre Max: 10 or 22 du/acre
	Proposed	2,500 sf	3,000 sf	4,000 sf	Min: 8 or 10 du/acre Max: 14 or 24 du/acre
RS Lot Size/ Density	Existing	4,000 sf	5,500 sf	7,000 sf	Min: 4 du/acre Max: 8 du/acre
	Proposed	3,000 sf	3,500 sf	5,000 sf	Min: 6 du/acre Max: 10 du/acre

- **Reduce parking requirements for residential uses.** Proposed code amendments will reduce the minimum number of off-street parking spaces required for residential uses as summarized in the following table. These changes will reduce barriers to development of accessory dwelling units (ADUs) and other forms of potentially lower-cost needed housing by reducing land needs and costs associated with off-street parking.

Housing Type	Existing Requirement	Proposed Requirement
Single Family and Duplex	2 spaces/unit	1 space/unit
Accessory Dwelling Unit	1 off-street parking space required if no adjacent on-street parking allowed (detached ADUs only)	0 space
Multi-Family – Studio or 1 bedroom	1 space per unit + 1 additional space for every 10 units	1 space/unit

Housing Type	Existing Requirement	Proposed Requirement
Multi-Family – 2 bedrooms	1.5 spaces per unit + 1 additional space for every 10 units	1.25 spaces/unit
Multi-Family – 3 or more bedrooms	1.5 spaces per unit + 1 additional space for every 10 units	1.5 spaces/unit

- **Reduce lot coverage and landscaping requirements**. The proposed amendments will increase allowable maximum lot coverage and reduce minimum landscaping requirements for all uses within the Mixed Use zone, including for new residential uses. The following table summarizes the proposed changes. These revisions will increase the allowable area for development. In combination with proposed changes in allowed minimum lots sizes and maximum density requirements, they will make development of more housing projects physically feasible. In doing so, the changes will help expand opportunities for residential and mixed use development in the proposed overlay zone.

Zone		Maximum Lot Coverage	Minimum Landscaping
MU (residential)	Existing	75%	25%
	Proposed	85%	15%
RM	Existing	70%	30%
	Proposed	85%	15%
RS	Existing	75%	25%
	Proposed	85%	15%

- **Increase the number of units of residential accessory housing units permitted on a given lot**. The proposed code amendments will increase the allowed number of ADUs from one unit to two units per lot. This will increase the opportunities to develop this form of housing, which can be more affordable to households with lower incomes and those with lower housing space needs.

- **Apply Master Planning requirements in the Lockhaven Center**. The proposed amendments would apply master planning requirements in this area. These provisions would require a mix of development types, including housing. This will ensure that a portion of this area is developed for housing and will increase the capacity for future residential development in Keizer.

The proposed amendments support the findings of the City's adopted HNA and also are consistent with a set of recommended efficiency measures identified as part of the HNA process, including the following:

- Apply appropriate plan and zone designations
- Increase densities

- Reduce parking requirements
- Provide for more flexible development standards
- Increase the efficiency of public infrastructure provision
- Apply Master Planning requirements more broadly

Individually and collectively, the proposed amendments comply with this goal and with the administrative rules that implement this goal by expanding the range of housing opportunities within the project area and implementing strategies that are intended to reduce the cost of housing development.

Goal 11- Public Facilities and Services: The City provides uses within the city with water, an established street system, administrative services, and police services. Sanitary sewer service is provided by the City of Salem through an intergovernmental agreement. Fire protection services are provided by the Keizer Fire District or Marion County Fire District #1. There is sufficient capacity in the municipal water delivery system and also within the sanitary sewer treatment system to accommodate planned growth within the 20-year planning period. Transportation improvements associated with the area affected by the proposed amendments are addressed in more detail below in response to Goal 12. Therefore, the City's existing and planned public facilities and services will be sufficient to serve the area and the amendments comply with this goal and administrative rules implementing this goal.

Goal 12 – Transportation: The City has an adopted Transportation System Plan (TSP) that describes the city's transportation systems – composed of street, transit, pedestrian, and bike networks – and identifies improvements (projects) over the long-range planning horizon (20 years). Transportation-related recommendations in the Keizer Revitalization Plan include support for implementing improvements already identified in the currently adopted TSP (e.g., McNary Estates Drive/Manzanita Street and River Road/Wheatland Road intersection improvements) as well as new bicycle and pedestrian facility improvements (e.g., a multi-use path on one side of River Road and parallel "neighborhood greenway" routes).

As detailed in the Mobility Assessment Impact Assessment (Appendix 7 of the Keizer Revitalization Plan), the proposed amendments are projected to result in an increase in the overall trip generation potential of the area on a daily and weekday PM peak hour basis. However, the increase is projected to be relatively small and incremental. Thus, the transportation system is capable of supporting the "reasonable worst case" development associated with the proposed amendments. Further, given reduced volumes compared to the 2031 TSP, the proposed amendments 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 therefore will not significantly affect a transportation facility. Therefore, the proposed amendments are consistent with this goal and administrative rules implementing this goal.

Goal 13 – Energy Conservation: The proposed amendments support development and redevelopment in the River Road and Cherry Avenue corridors so as to make more efficient use of existing and planned infrastructure in the corridors. The proposed amendments also recommend new transportation improvements or support already planned improvements that will promote more walking, biking, rolling, and transit use in these corridors, which are energy efficient modes of transportation. All new construction that is proposed and reviewed in this area in the future will be required to demonstrate compliance with applicable energy conservation standards. Therefore, proposed amendments are consistent with this goal and administrative rules implementing this goal.

Goal 14 – Urbanization: As stated in response to Goal 13 (Energy Conservation), the proposed amendments support development and redevelopment in the River Road and Cherry Avenue corridors that will make more efficient use of existing and planned infrastructure in the corridors. The denser development that will be allowed (e.g., through lower lot coverage requirements, smaller minimum lot sizes for some residential types and zones, and slightly higher minimum and maximum density regulations in the MU, RM, and RS zones) will make more efficient use of the land inside the urban growth boundary. Therefore, the proposed amendments are consistent with this goal and administrative rules implementing this goal.

Goal 15 – Willamette River: The proposed amendments do not affect or apply to the Willamette River or its associated Greenway area.

Goal 16 (Estuarine Resources), Goal 17 (Coastal Shorelands), Goal 18 (Beaches and Dunes), and Goal 19 (Ocean Resources): Given that Keizer and the area in Keizer affected by the proposed amendments are not located on an estuary or coastline, these goals and associated administrative rules are not applicable.

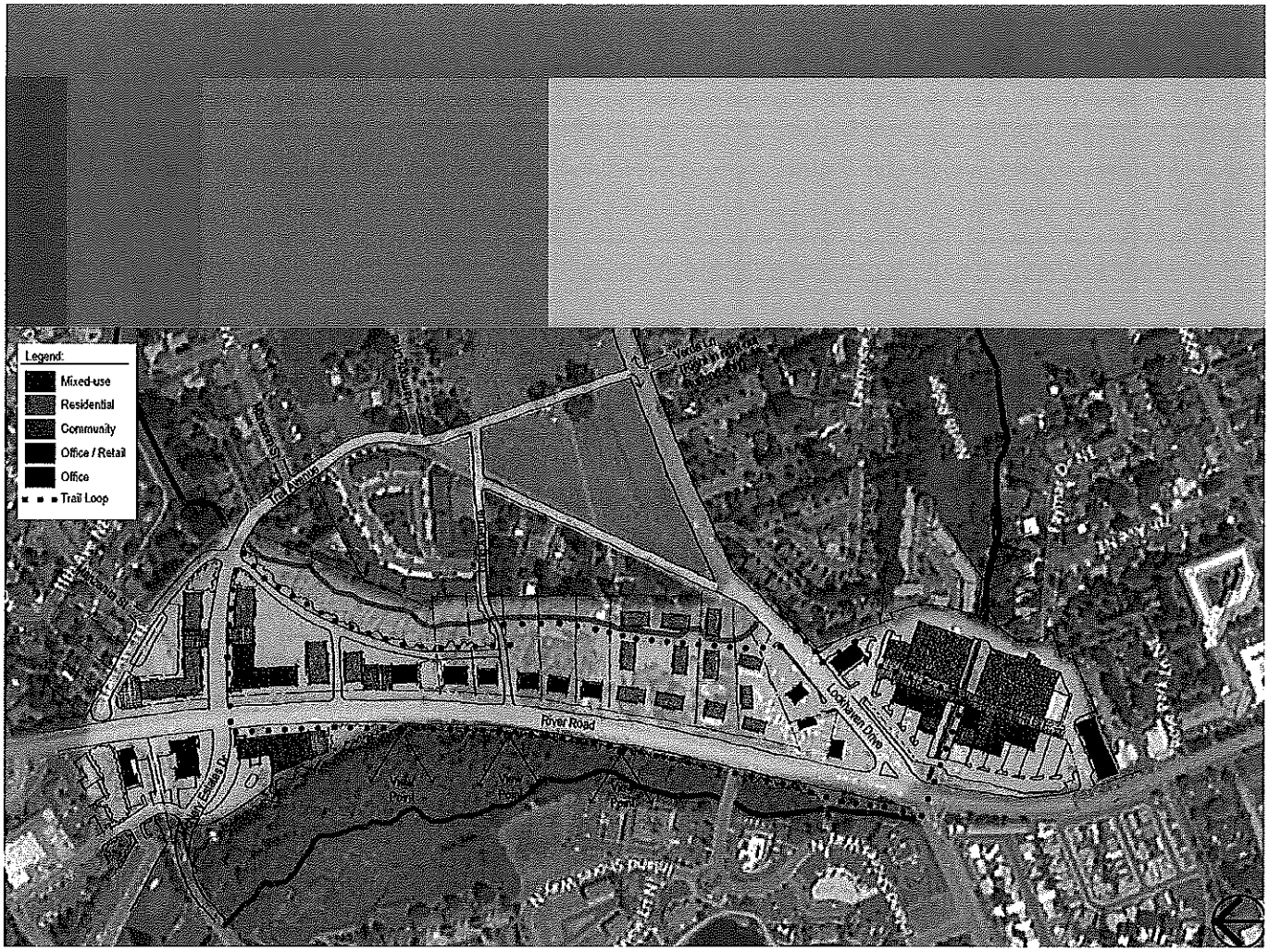
In consideration of the above findings, the proposed amendments comply with all applicable statewide land use goals and with all applicable administrative rules that implement the relevant goal.

12. **Section 3.111.04.D - The amendment is appropriate as measured by at least one of the following criteria:**

a. It corrects identified error(s) in the previous plan.
b. It represents a logical implementation of the plan.
c. It is mandated by changes in federal, state, or local law.
d. It is otherwise deemed by the council to be desirable, appropriate, and proper.

FINDINGS: The proposed amendments represent a logical progression of past planning efforts focused on spurring development and redevelopment in the River Road and Cherry Avenue corridors, including the River Road Renaissance Plan.

The set of code amendments, transportation improvements, and public investments recommended as part of the Keizer Revitalization Plan are desirable and appropriate means of reducing barriers to development in the corridors and creating spaces that are attractive for living, working, gathering, and getting around by various modes of transportation. Therefore, the proposed amendments comply with this criterion.



KEIZER REVITALIZATION PLAN

Adopted by Keizer City Council on
November 18, 2019
Ordinance #_____

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Acknowledgements

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This project is partially funded by a grant from the Transportation and Growth Management ("TGM") Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed in part by federal Fixing America's Surface Transportation Act (FAST-Act), local government, and State of Oregon funds.

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 an adopted element of the City of Keizer's Comprehensive Plan.[1]

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

1. *A balanced set of transportation options including transit, walking, bicycling, and driving that provide access to development centers and public spaces in the corridor.*
2. *Transit access focused at development centers in the corridor.*
3. *Enhanced safety and minimal conflicts between different types of transportation modes.*
4. *Well-maintained roads that control and mitigate traffic congestion.*
5. *Well-maintained streets, and bicycle and pedestrian facilities.*
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.*
7. *Enhanced access to parks and the creation of gathering spaces that are accessible to all community members.*

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[1] The Keizer Revitalization Plan has been adopted as an addition to the Keizer Comprehensive Plan. Therefore, the recommendations in the Plan are binding and provide policy guidance for future land use and transportation actions within the Plan area. The Appendices of the Plan are adopted, and are included as background materials for this planning project and process. However, except for text amendments to the Keizer Comprehensive Plan and the Keizer Development Code, they are not binding and do not have policy or regulatory authority. They portray steps in the development of the Plan.

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:

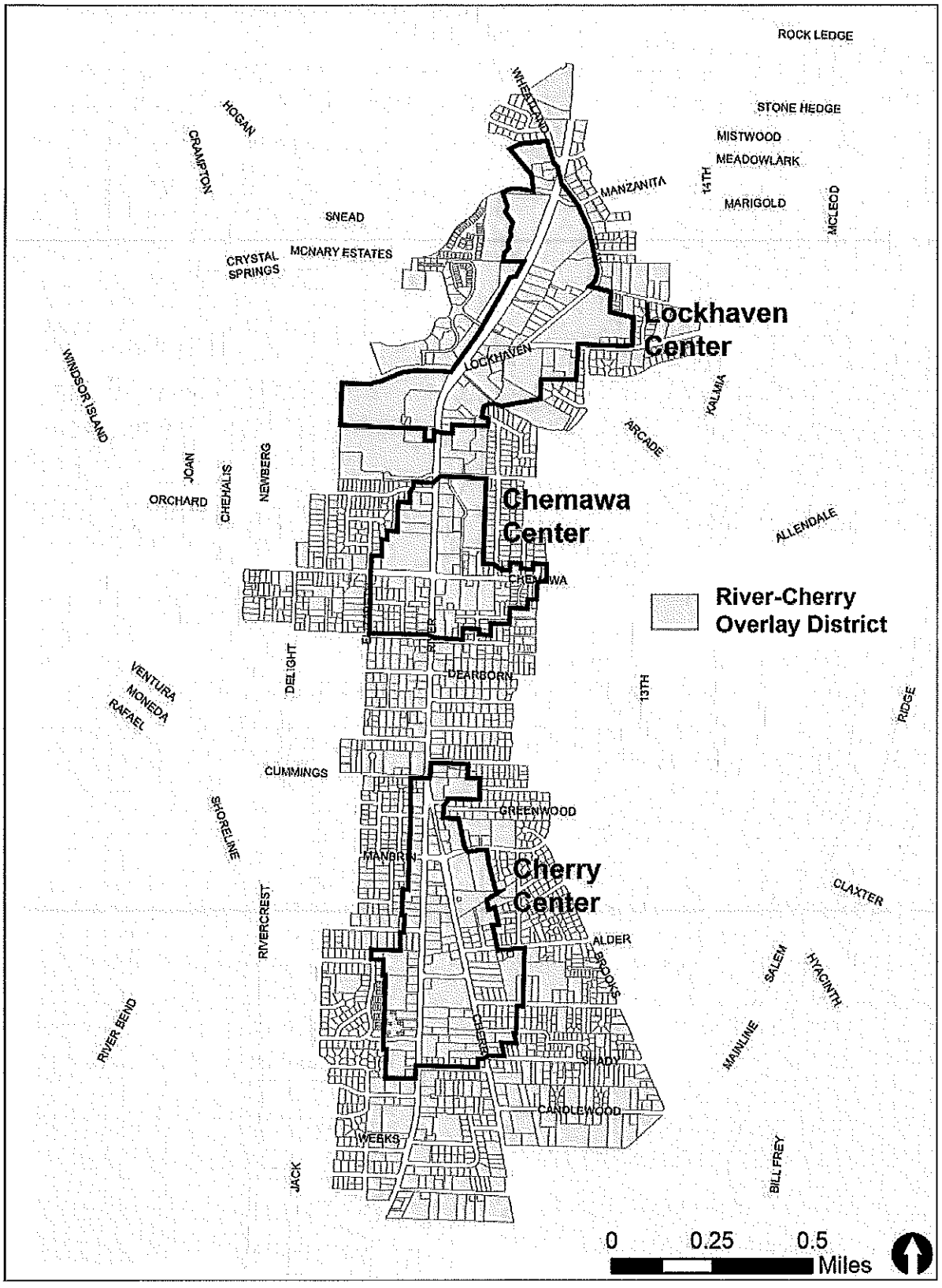
- Provide a physically separated multi-use path on River Road to provide separation between the travel lane and the non-motorized space to accommodate users of all skill levels, ages, and abilities.
- Establish driveway consolidation and shared access standards for development and redevelopment.
- Establish "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.
- Consider additional safe pedestrian crossing opportunities.
- 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 may 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, which may 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 2005; the McNary Activity Center Design Plan, adopted in 1992; and the Cherry Avenue Design Plan, adopted in 1997area.

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. 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.

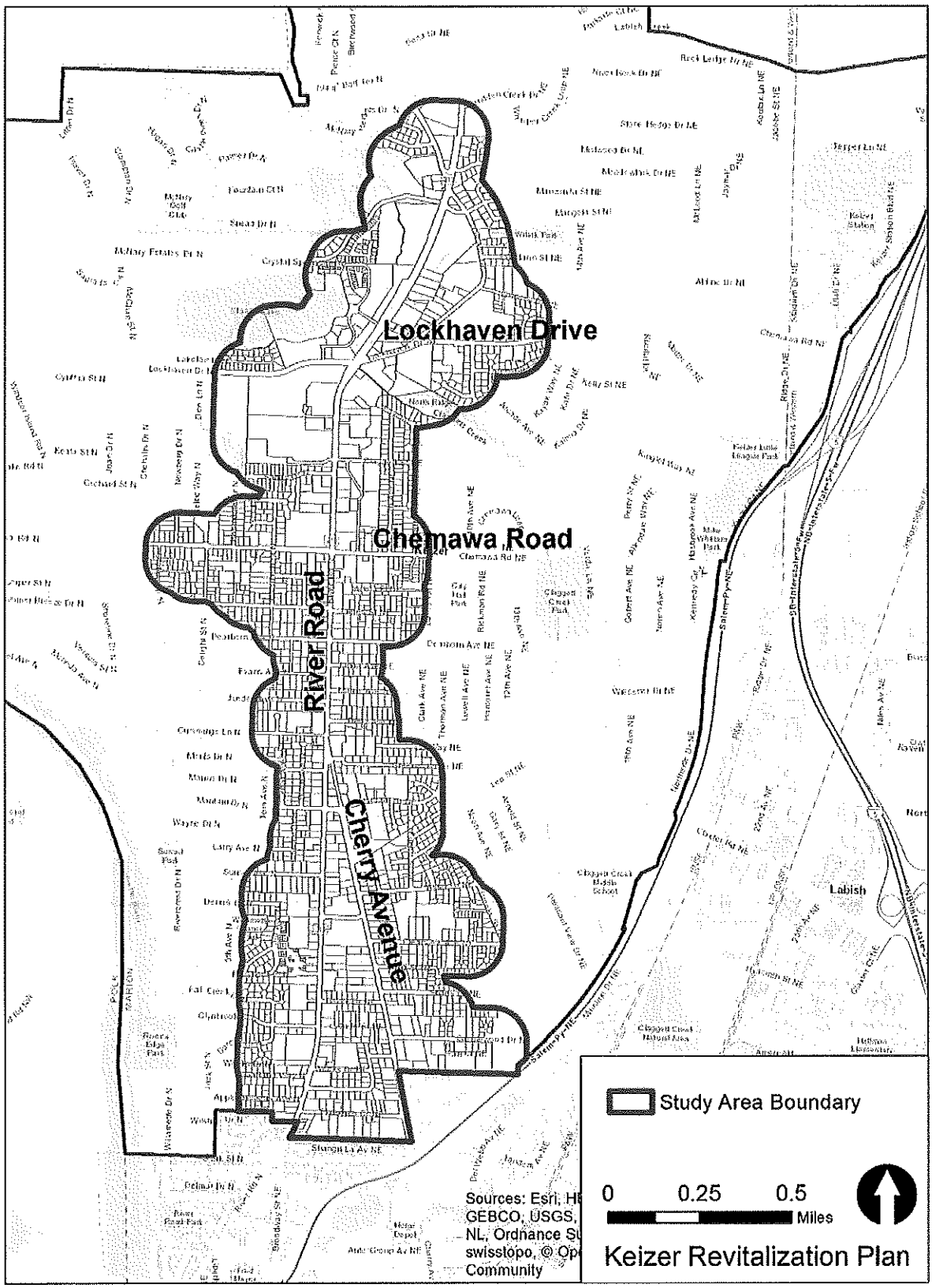
Plan Goals and Objectives

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. See Appendix 1.

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

Keizer's Comprehensive Plan establishes community goals and aspirations, and broadly guides future development through maps, goals and policies. 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, 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. Figure 3 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.

Transportation

Existing Conditions

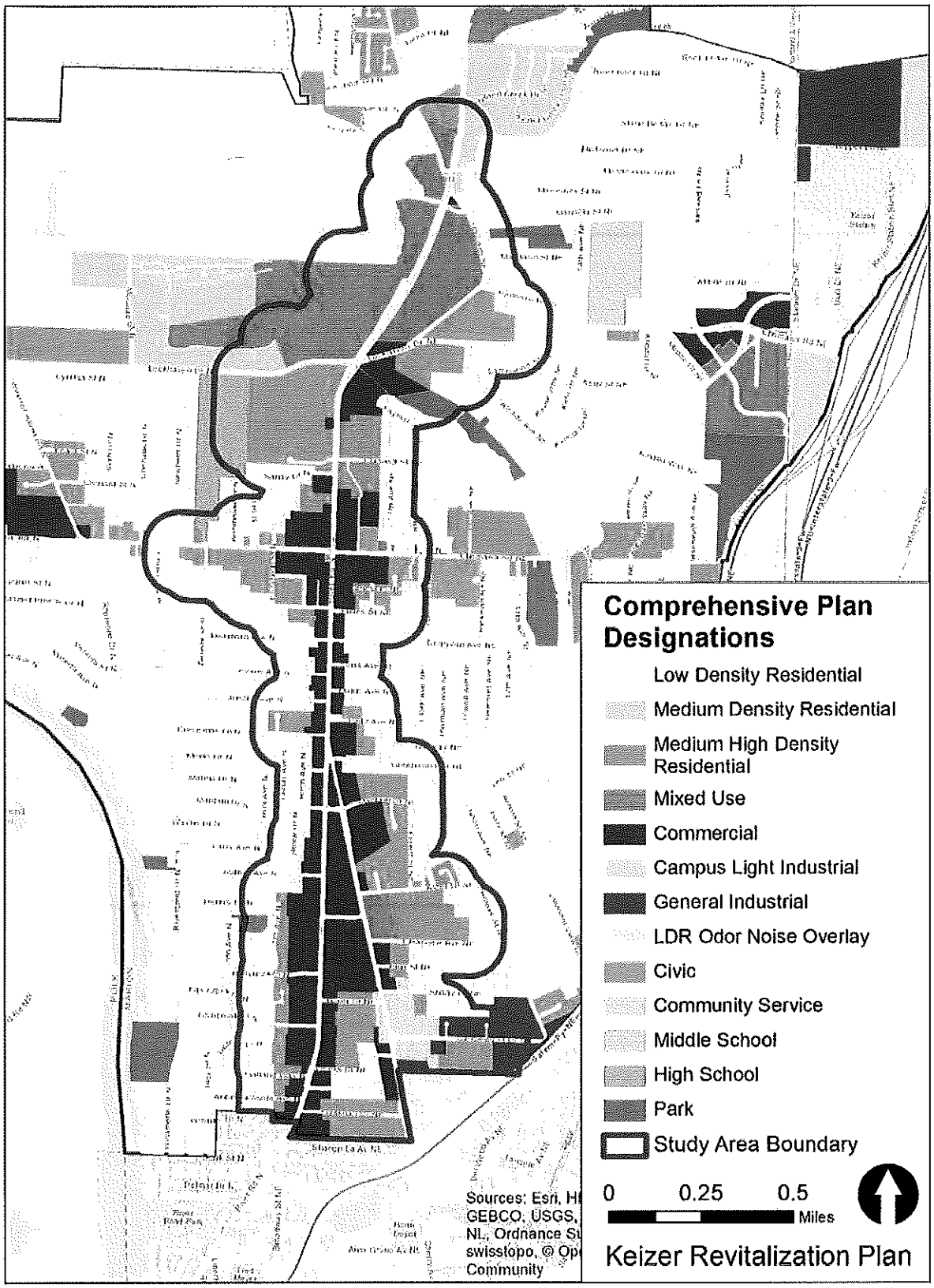
Pedestrian Facilities

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 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

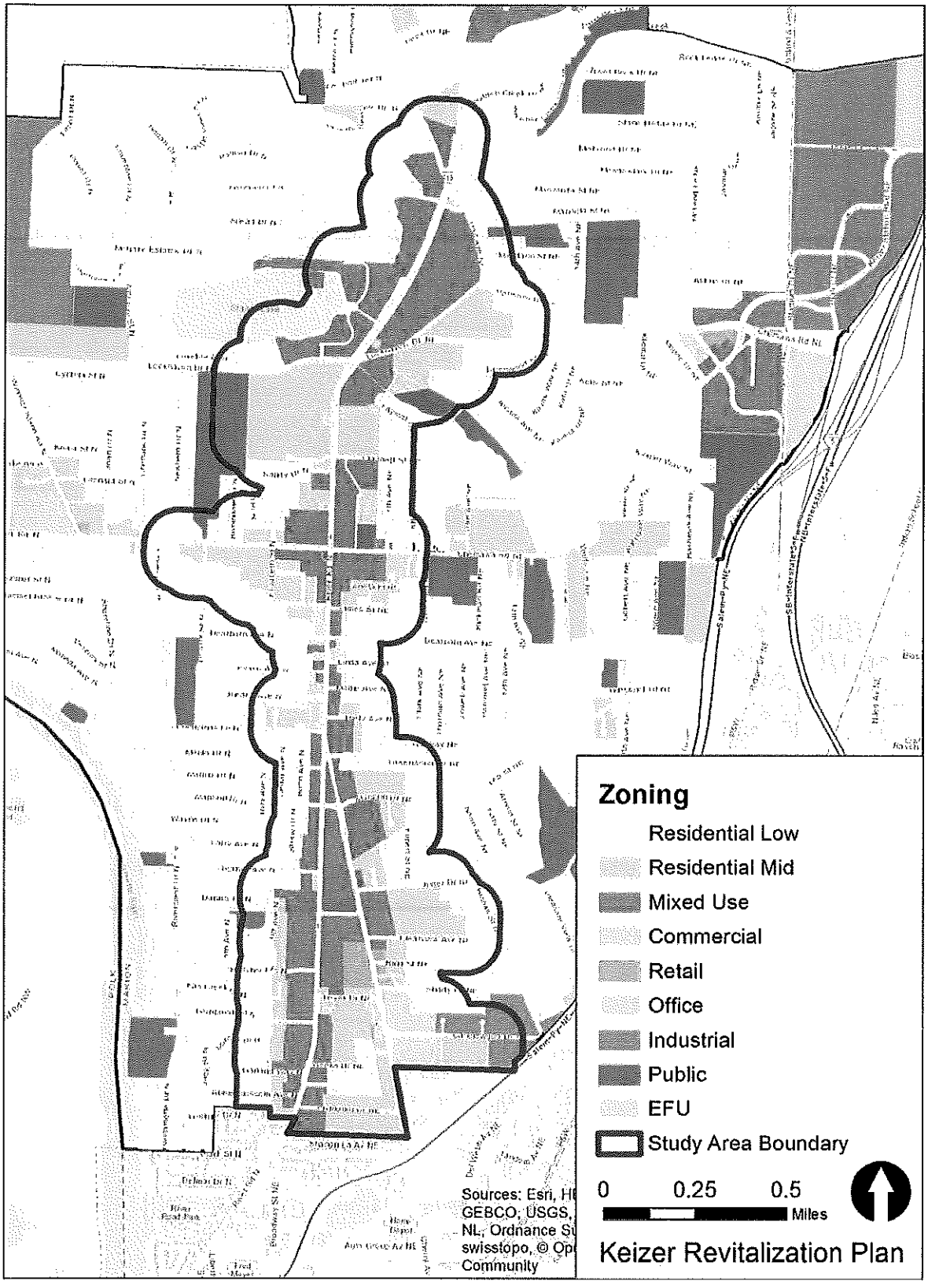
The bicycle system along River Road includes continuous on-street bike lanes on both sides of the roadway between Wheatland Road and Chemawa Road. South of Chemawa Road, on-street bike lanes are not provided along River Road. The bicycle system along Cherry Avenue includes continuous bicycle facilities on both sides of the roadway for its entire length.

Figure 3— Comprehensive Plan Map



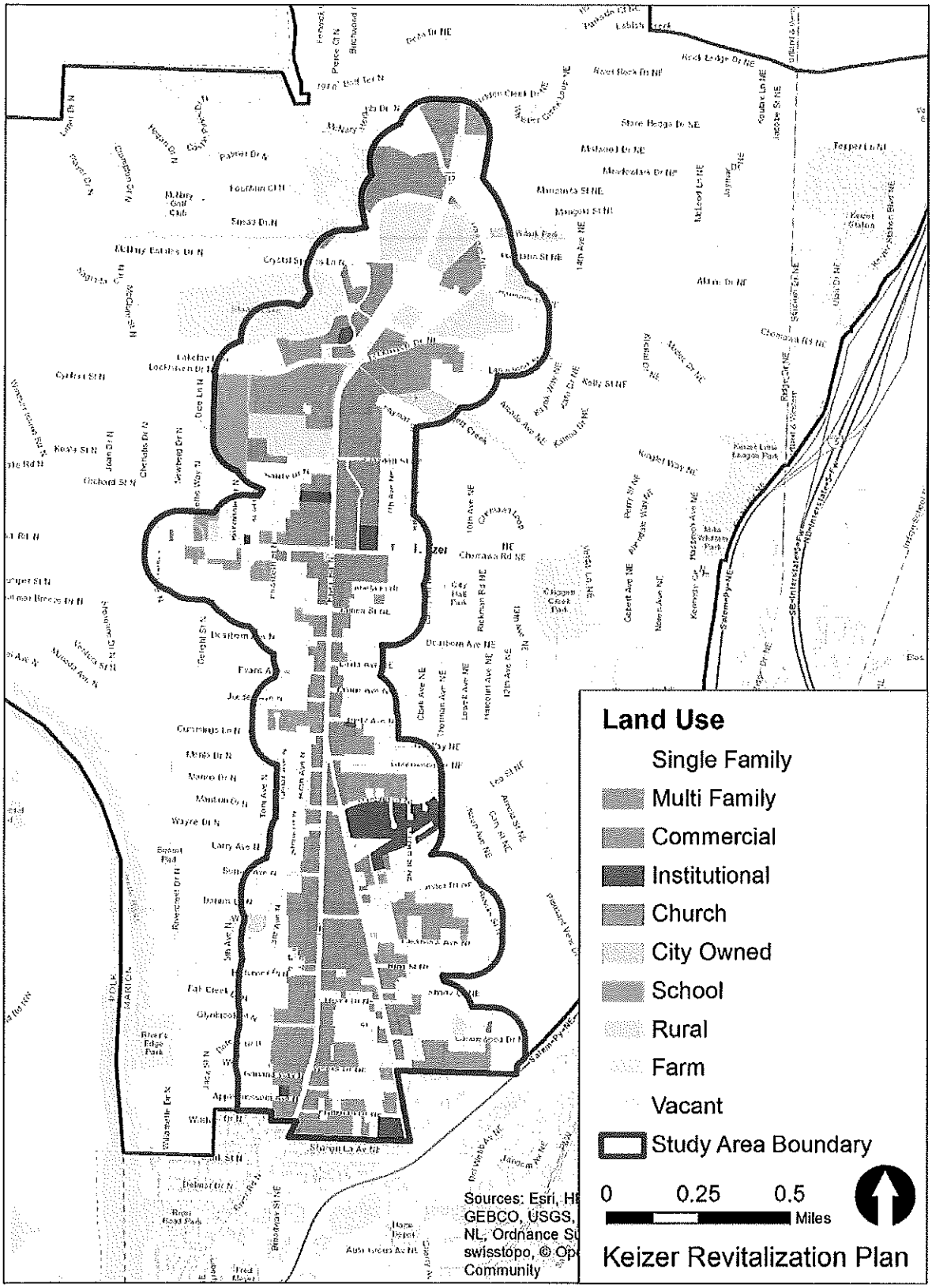
Source: City of Keizer, ESRI

Figure 4— Zoning Map



Source: City of Keizer, ESRI

Figure 5—Land Use Map



Source: City of Keizer, Marion County Assessor, ESRI

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. Per the Cherriots schedule at the time of adoption, the following routes serve 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. Buses run weekdays from 6:30 a.m. to 9:24 p.m. and Saturdays from 7:00 a.m. to 9:24 p.m.
- 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. Buses run on weekdays from approximately 6:00 a.m. to 9:10 p.m.
- 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 weekdays from approximately 6:30 a.m. to 11:19 p.m. and on Saturdays from approximately 7:00 a.m. to 9:19 p.m.

A more thorough evaluation of these facilities is included as Appendix 8.

Qualitative Multimodal Assessment

The ODOT Analysis Procedures Manual (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 of 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 are 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

The capacity of Keizer's public facilities and services pose no significant barriers to new development or redevelopment within the study area. A more thorough evaluation of these facilities is included as Appendix 2.

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 included as Appendices and provide additional detail. The Appendices are adopted, however do not have binding policy or regulatory authority (see Footnote 1); they portray steps in the development of the Plan.

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 amendments 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. The Plan appendices are provided as background documentation and represent a "snapshot in time." 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)** – The RCOD is a new overlay district- a "leaner and cleaner approach" recommended for the Plan area instead of the more typical approach of creating 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 rezoning many areas from existing commercial zoning to Mixed Use. 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; 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
  - Windows/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 process for approving 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:
  - Allowing auto oriented uses through specific site review
- 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:
  - Minimum window area
  - 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.

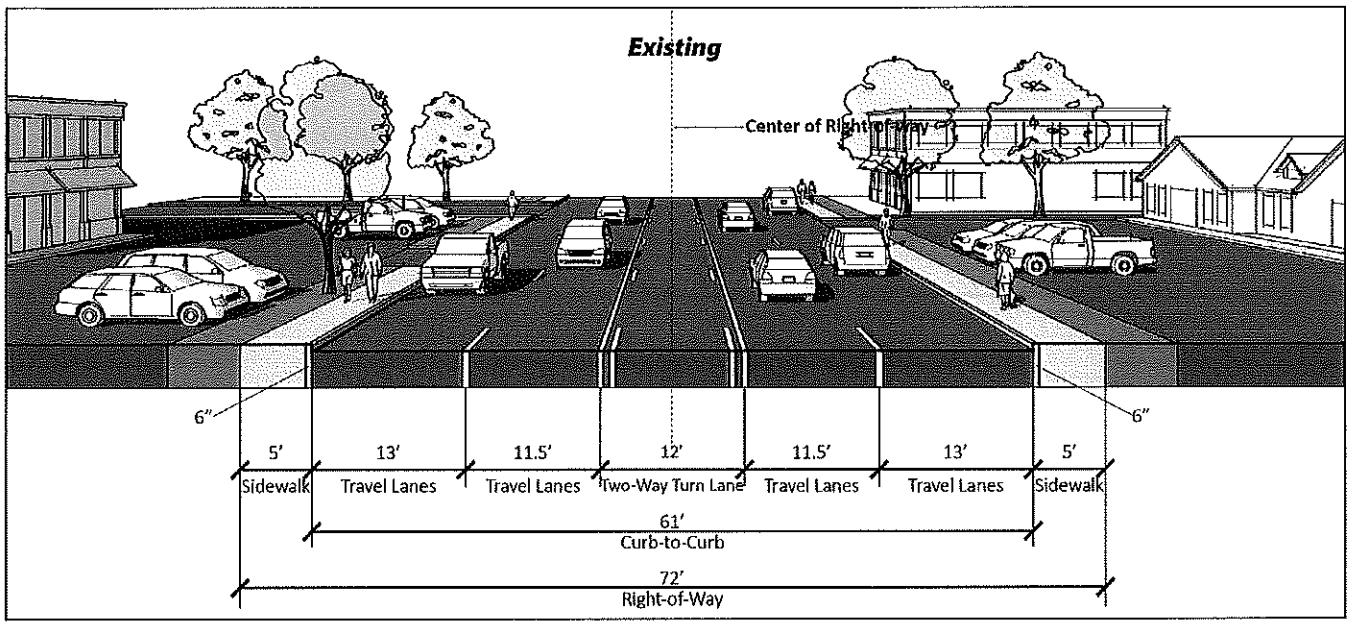
However, the Multimodal Transportation Assessment included a Qualitative Multimodal Assessment of pedestrian, bicycle, and transit facilities and identified several areas that ranked "poor," the lowest rating. The recommended improvements are intended to address these "poor" facilities through the provision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

Recommendations

Construct a modified streetscape design to incorporate bicycle facilities

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

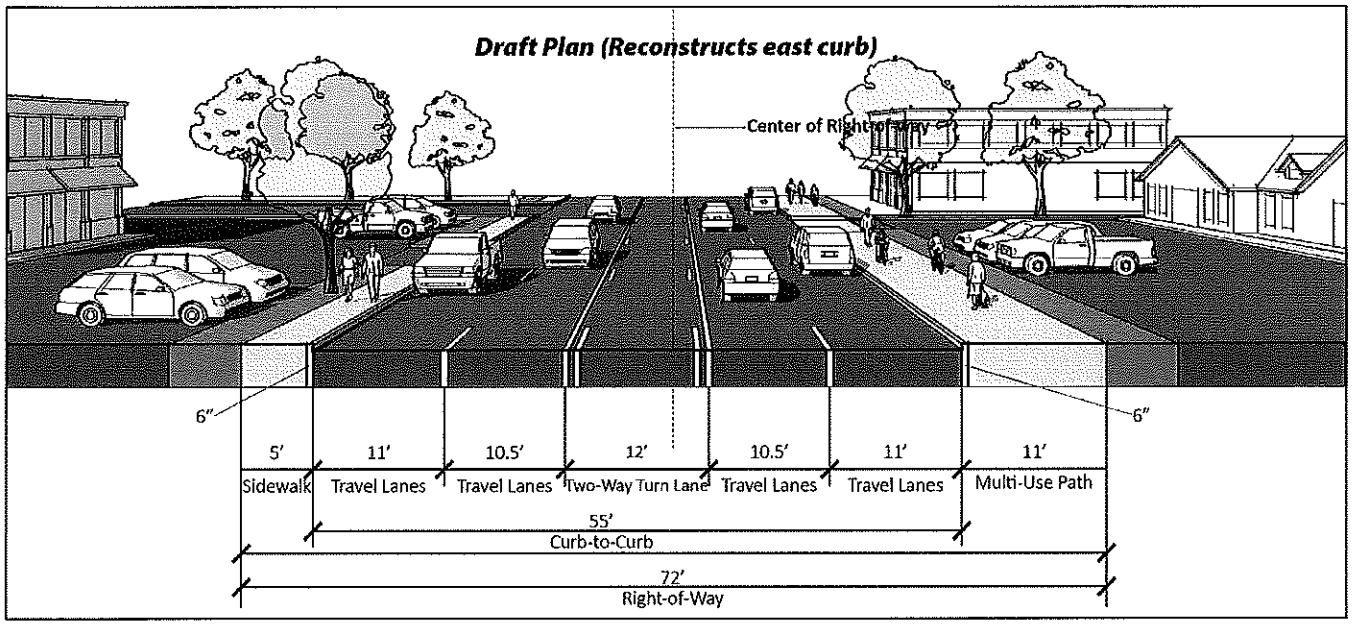


Source: Kittelson and Associates, Inc.

Through discussions with City staff and community members, a modified streetscape design for River Road that could be constructed within the existing right-of-way as an interim cross-section 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 ft. to approximately 11 ft. and the inside travel lanes from 11.5 ft. to approximately 10.5 ft.; however, it maintains the two-way center turn lane. This cross-section is anticipated as an interim approach until the City is able to acquire the full arterial right-of-way width of 84 ft.

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.

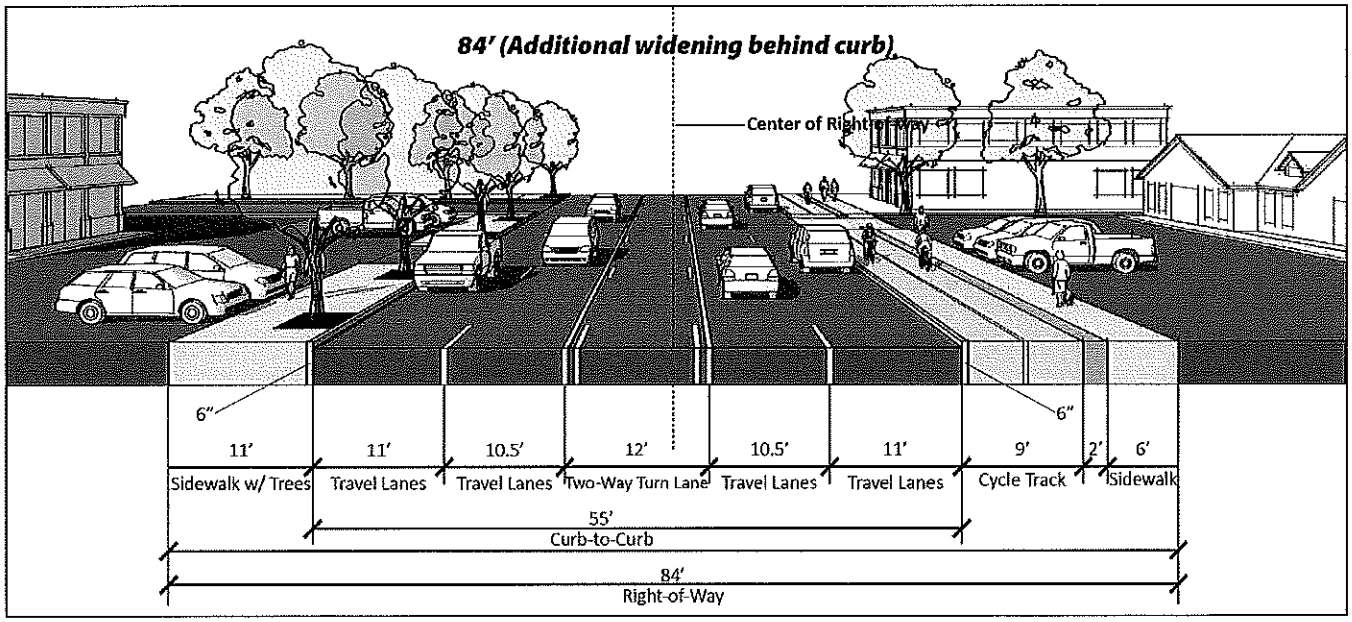
Figure 7– River Road Multi-Use Path (Chemawa Road to Southern Study Area Limits)



Source: Kittelson and Associates, Inc.

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 ft. 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 and a wide sidewalk with street trees or a landscaping strip on the other side of the street.

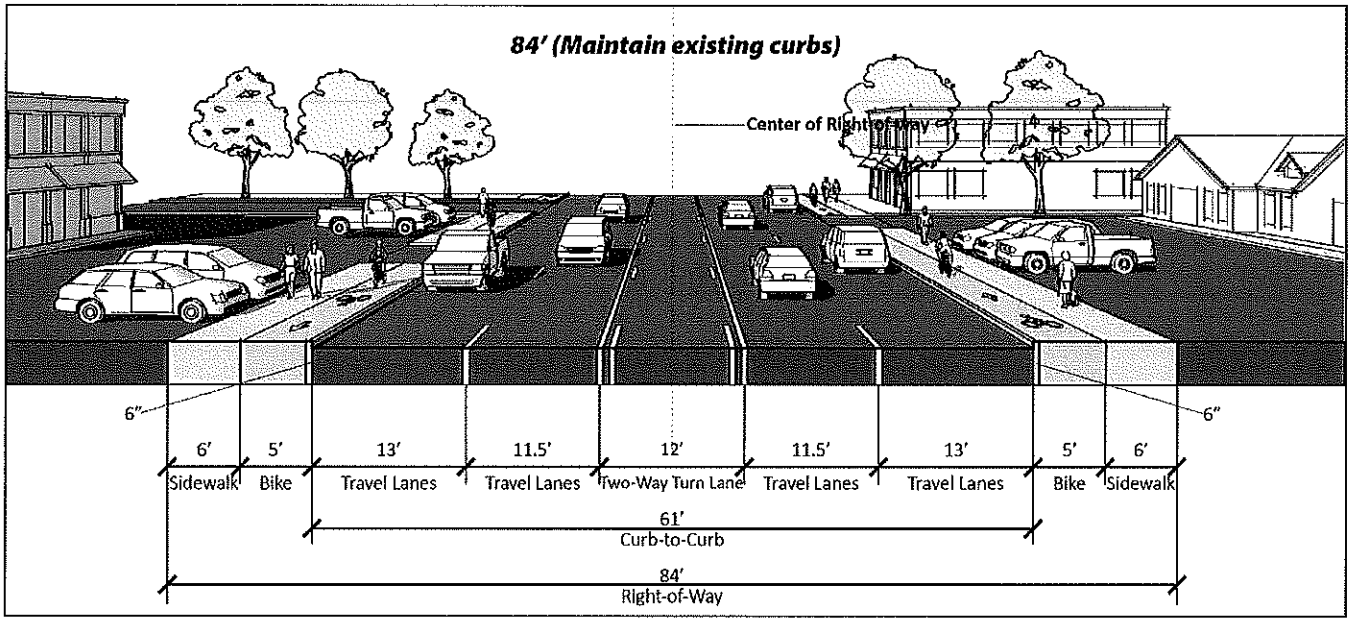
Figure 8 – River Road Cycle Track within 84-ft. ROW (Chemawa Road to Southern Study Area Limits)



Source: Kittelson and Associates, Inc.

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 in Figure 9 once large sections are complete.

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



Source: Kittelson and Associates, Inc.

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, the TSP revealed a potential safety issue related to north-bound travelers turning left onto Wheatland Drive.

The Plan recommends 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.

Consider additional safe pedestrian crossing opportunities

Conduct an evaluation of the plan area to identify feasible locations for safe enhanced pedestrian crossings between signalized intersections.

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 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.

Enhance Claggett Creek near Lockhaven Intersection

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. The current treatment of the creek leaves it fenced off from public view. Natural features, especially waterways, can be harnessed to transform places.

Even without changing the buildings, the Clagget Creek site could be transformed. A more natural stream channel with trees, shade and water tumbling over rocks into small pools would enhance the area. It could have public plaza space and outdoor dining up against the creek instead of parking lots. 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.

Improvement of the Lockhaven/Claggett Creek area could facilitate the development of the Claggett Creek regional pathway identified in the Park Master Plan.

This opportunity would not be expected to be realized completely through public funding sources. Potential funding sources include grants for stormwater improvements. 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.

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 gathering places within a community, creating community and boost 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 2 identifies the Goals, Objectives, and Actions; the action category; the timing category; and the department or agency with key responsibility for each action. Categories used are:

- ED: Economic Development
- LU&UD: Land Use and Urban Design
- PI: Public Investment
- Trans: Transportation

Table 2 – Goals, Objectives, and Implementation Actions Matrix

Goals, Objectives, and Actions	Category	Ongoing	Do Now	Do If	Do When	Responsibility
Goal A: A Thriving, Diverse Corridor						
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 or mixed-use 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

Goals, Objectives, and Actions	Category	Ongoing	Do Now	Do If	Do When	Responsibility
Objective 2. A range of goods and services for all.						
Develop zoning standards to promote "neighborhood commercial" feel	LU&UD		X			City Planning
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 an economic development program	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

Goals, Objectives, and Actions	Category	Ongoing	Do Now	Do If	Do When	Responsibility
Daylight / Enhance Claggett Creek near Lockhaven	PI/ED			X		PPP
Identify and design 3 new public spaces (i.e. plazas)	PI/ED				X	Mayor and City Council, PPP
Goal B: Thoughtful Growth and Redevelopment						
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		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		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
Goal C: Excellent Transportation and Public Facilities						
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 or a multi-use path 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

Goals, Objectives, and Actions	Category	Ongoing	Do Now	Do If	Do When	Responsibility
Perform Safety Audit of River Road, Cherry Avenue and the arterial and collector intersections to at least two blocks beyond.	Trans		X			City Planning
Perform pedestrian crossing study to identify feasible locations for safe enhanced pedestrian crossings between signalized intersections	Trans		X			City Planning
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 and pedestrian crossing study with elements such as, improved crossings, modified signal priorities, corrected driveway grades, or other treatments identified.	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

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 (SDCs) 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

Recommended Public Investment	**Potential Funding Mechanism**						
	Urban Renewal	LID/BID	Parking Mgmt Fund	Planning	Frontage by Dev	Grants	Staff Time
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)	■	■	■	■			
Enhance Claggett Creek near Lockhaven Intersection					■	■	
Public Plaza	■			■		■	

Section 7. Appendices

The Keizer Revitalization Plan has been adopted as an addition to the Keizer Comprehensive Plan. Therefore, the recommendations in the Plan are binding and provide policy guidance for future land use and transportation actions within the Plan area. The Appendices of the Plan are adopted and are included as background materials for this planning project and process. However, except for text amendments to the Keizer Comprehensive Plan and Keizer Development Code, they are not binding and do not have policy or regulatory authority. They portray steps in the development of the Plan.

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
Gateway North	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
Claggett Creek		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
Chemawa	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
Sunset Triangle	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
Gateway South	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.

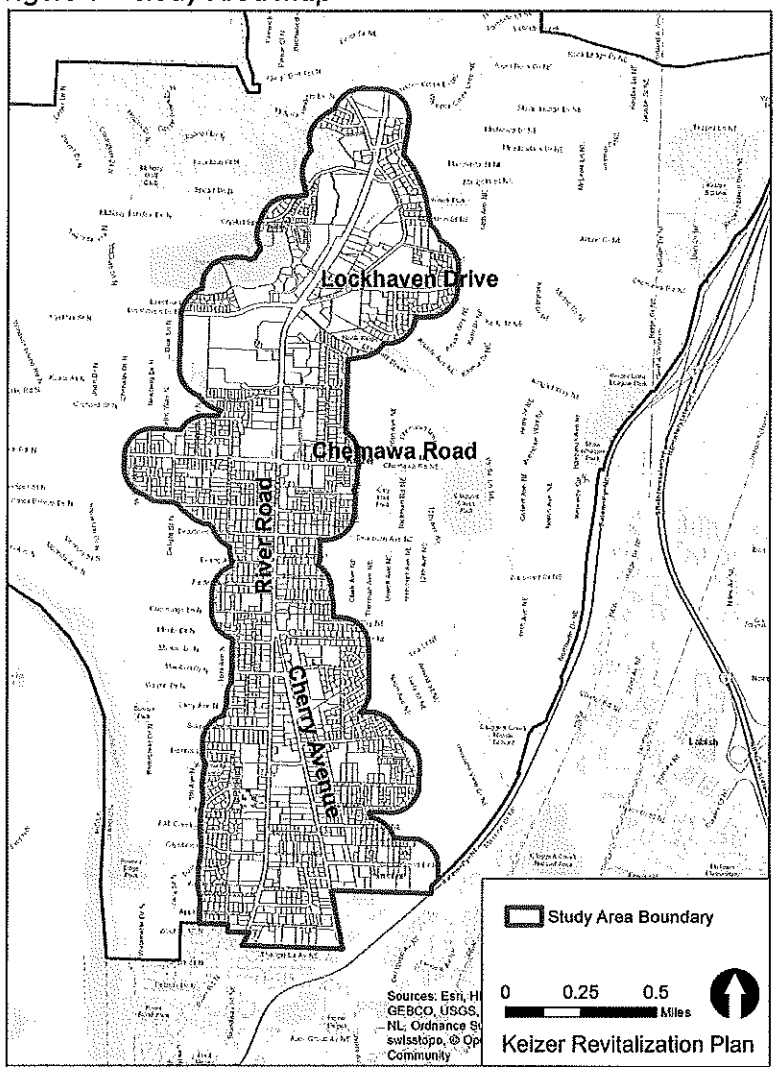
Moderate projected growth within the study area is already accounted for in Keizer's Transportation System Plan (TSP), which guides long-term planning of the city's transportation system. However, more rapid growth in recent years could result in planned TSP projects being warranted sooner than planned. 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.

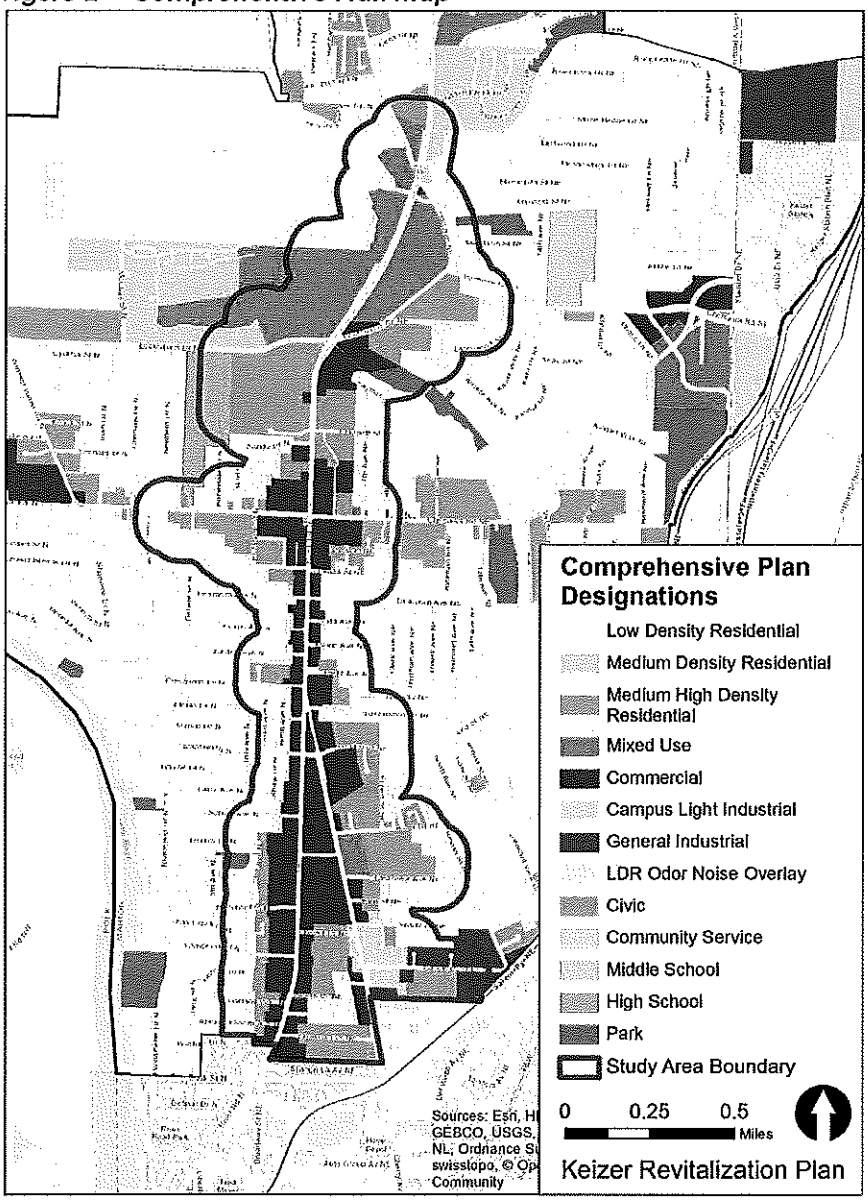
Section 2 — Land Use

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



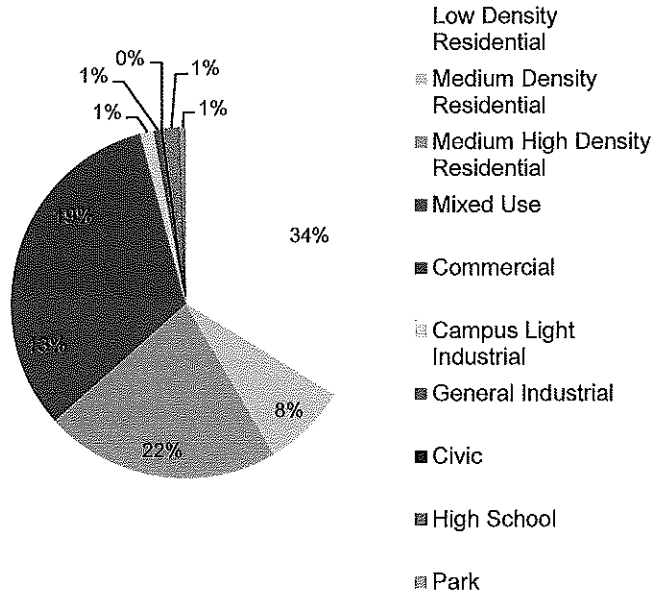
Source: City of Keizer, ESRI

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
Total	**1,150**

Figure 3— Comprehensive Plan Designations
Percentage of Study Area

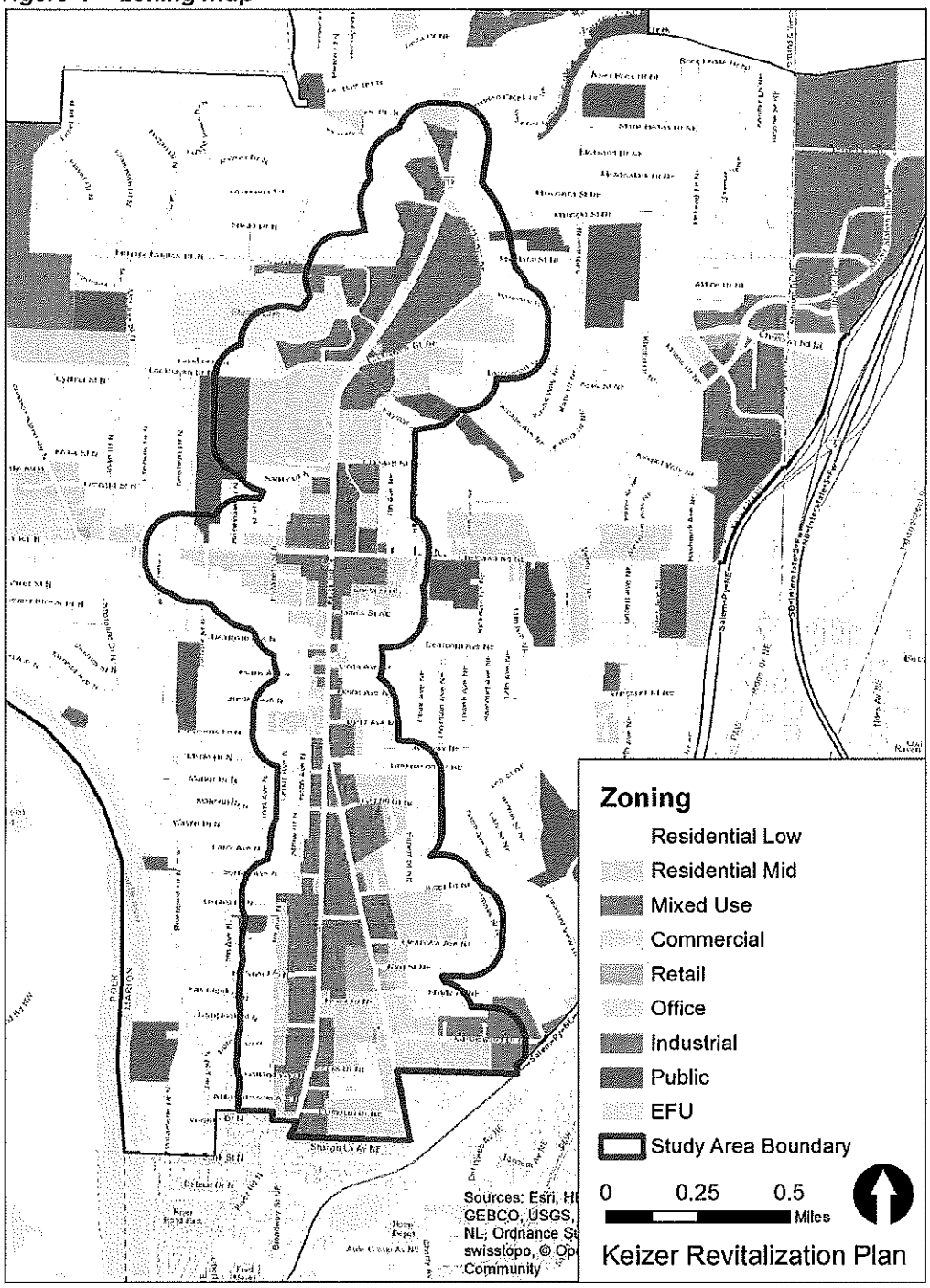


Source: Marion County Assessor, City of Keizer

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
Total	**2,148**

Source: Marion County Assessor, City of Keizer

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

Commercial Mixed Use and Mixed Use – 351 Parcels Combined
This designation covers the majority of the non-residential land within the study area. Nearly every parcel fronting on River Road is zoned for mixed use.

The Commercial Mixed Use (CM) zone is the primary commercial zone within the city. The zone is specifically designed to promote development that combines commercial and residential uses. The Mixed Use (MU) zone promotes development that combines differing uses (permitted or special permitted) in a single building or complex. This zone will allow increased development on busier streets without fostering a strip commercial appearance. The zone encourages the formation of neighborhood "nodes" of activity where residential and commercial uses mix in a harmonious manner. This development type will support transit use, provide a buffer between busy streets and residential neighborhoods, and provide new housing opportunities in the city.

Commercial Office – 34 Parcels
Office lands are limited to two general locations, both at the southern end of Cherry Avenue and closer to the middle of the study along the section of River Road between Greenwood and Dearborn.

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

Industrial Business Park and Industrial General – 64 Parcels Combined
The IBP zone is intended to provide for high quality light industrial and office parks with related commercial uses. It sets high design standards focusing on visual aesthetics, while providing a framework for the marketplace to work within creating vibrant, economically viable commerce centers. The IG zone is used to provide for typical industrial uses such as warehousing, processing, packaging, fabricating of finished goods and equipment with related outdoor storage and incidental sales. The General Industrial zone is appropriate in those areas with good

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

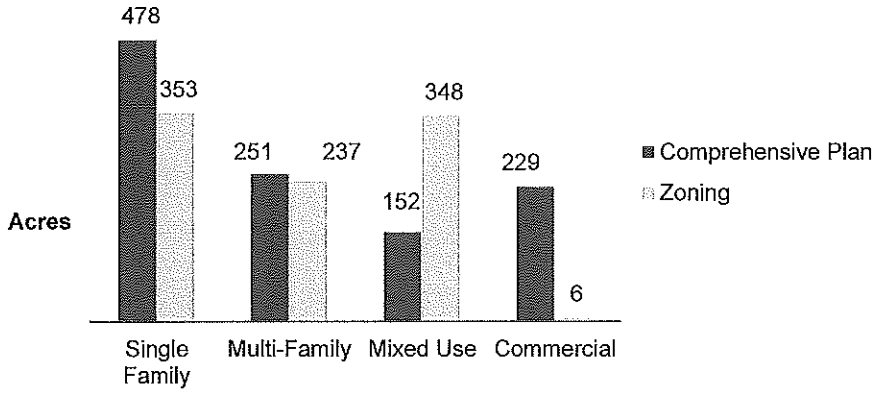
Medium Density Residential – 297 Parcels
This zoning is commonly home to apartment and condominium buildings. Within the study area it generally resides between the Mixed Use properties along River Road and the single-family neighborhoods beyond. The RM (Medium Density Residential) zone is primarily intended for multiple family development on a parcel, or attached dwellings on separate lots, at medium residential densities. Other uses compatible with residential development are also appropriate. They are suited to locations near commercial areas and along collector and arterial streets where limited access is necessary so that traffic is not required to travel on local streets through lower density residential areas.

Single Family Residential – 1322 Parcels
While single-family 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 is 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

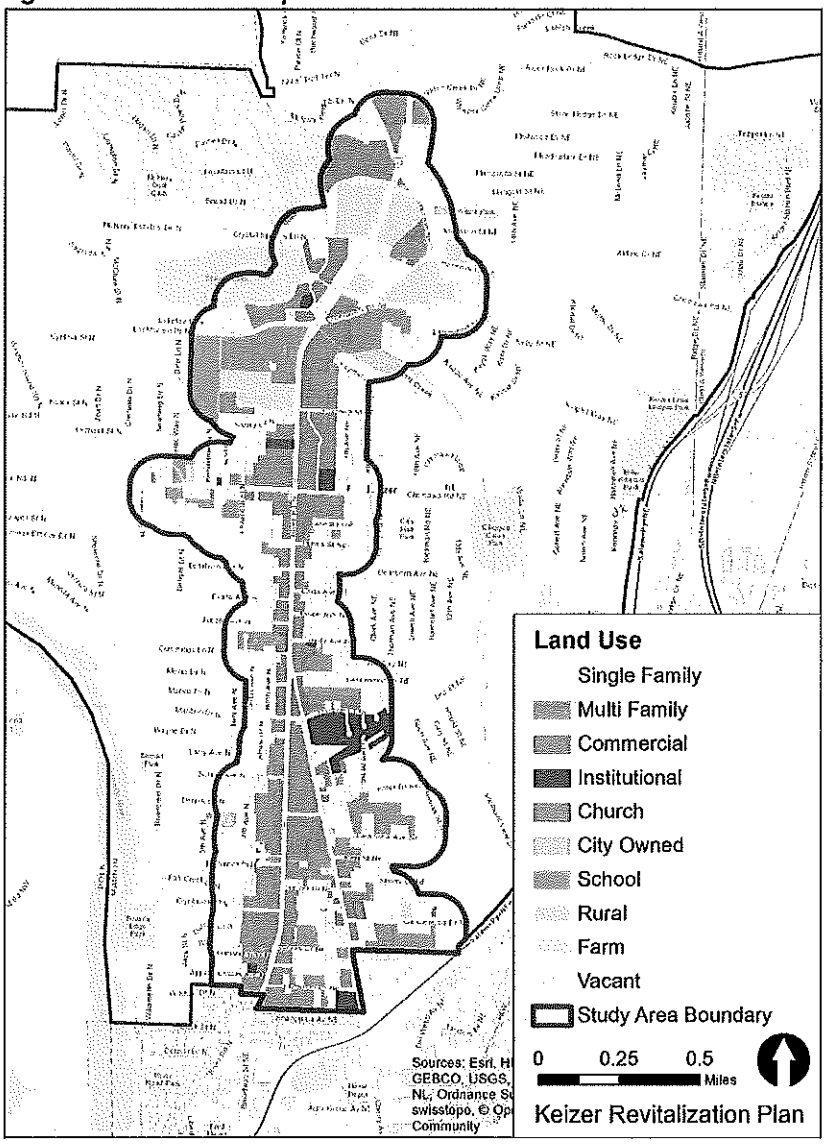
This type of "underbuild" is common in Oregon. In this case, the graph below shows that are roughly 40 acres whose zoning allows for less development than called for by the plan. These are the types of areas where property owners may see a benefit in a zone change to allow additional development. Being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

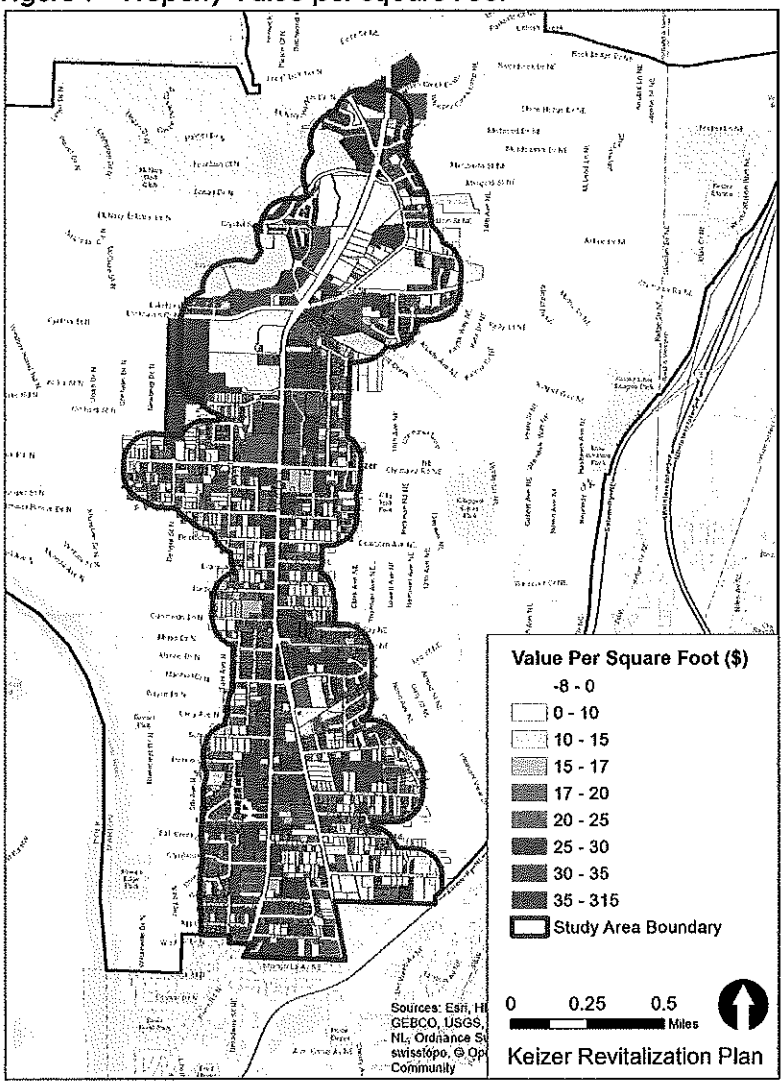


Source: City of Keizer, Marion County Assessor, ESRI

Property Characteristics

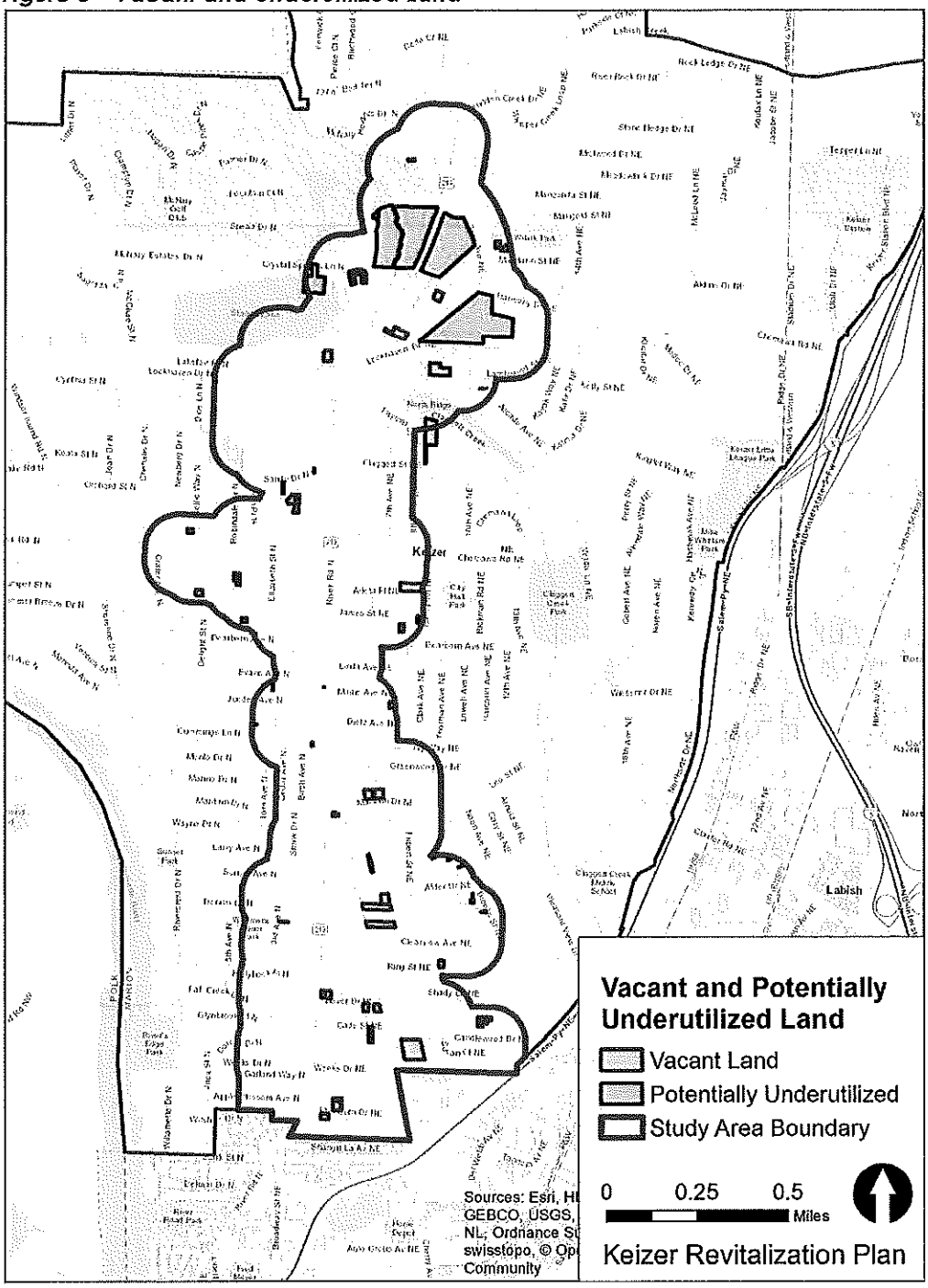
Examination of land values, vacancies, parcel sizes, and ownership provides some indication of the potential for new development or redevelopment within the study area. Figure 7 below illustrates total property value per square foot. Properties at the high and low ends of the value spectrum may be less 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

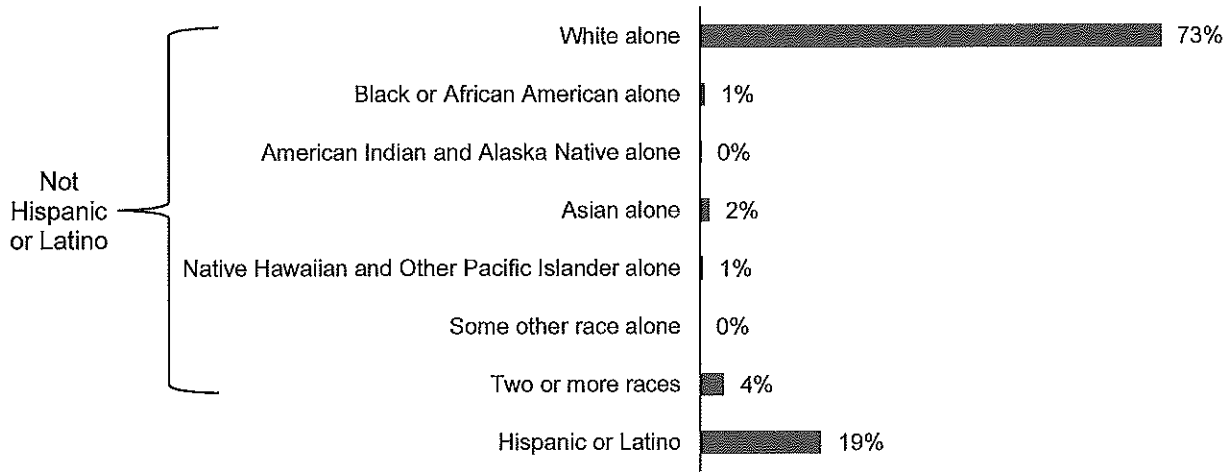
Memorandum #3 provides a thorough market analysis that includes a detailed overview of demographic trends in Keizer. This includes data for population, age, household size, income, and employment trends, as well as population and housing need projections. This Existing Conditions memo highlights a few 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

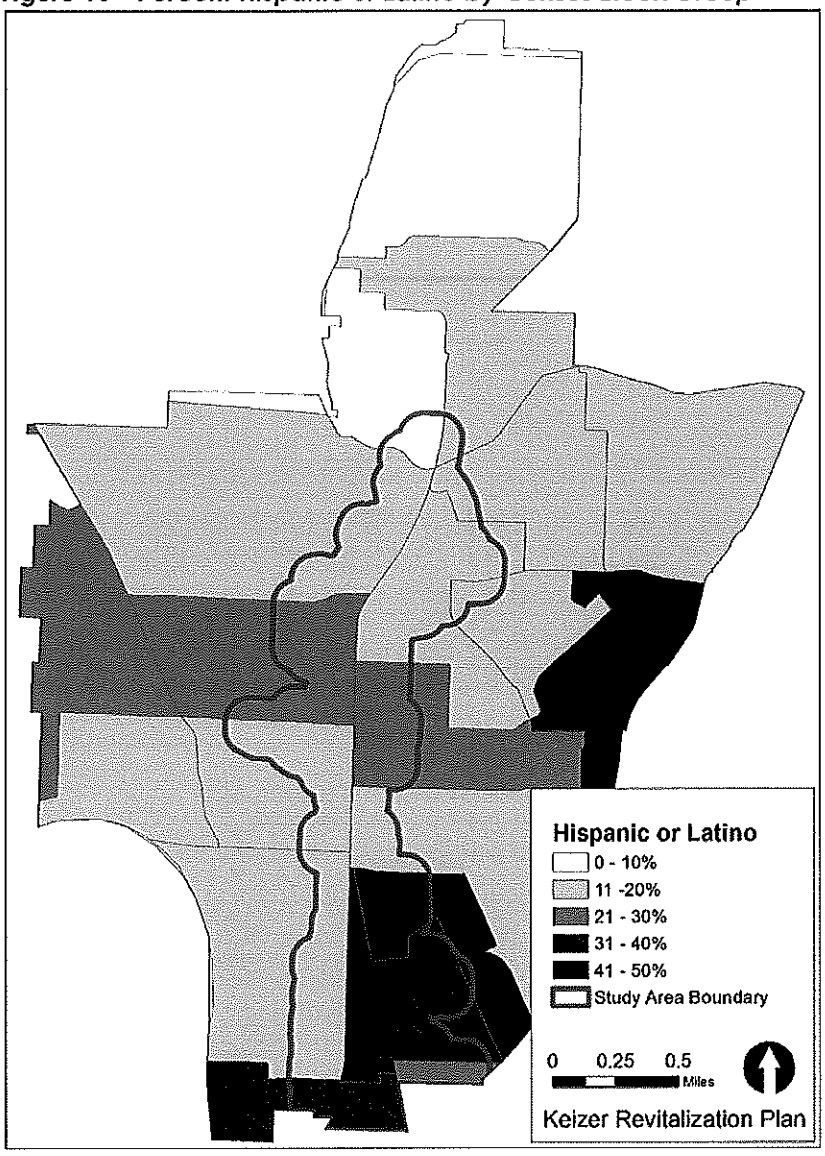
Hispanic or Latino by Race, City of Keizer



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

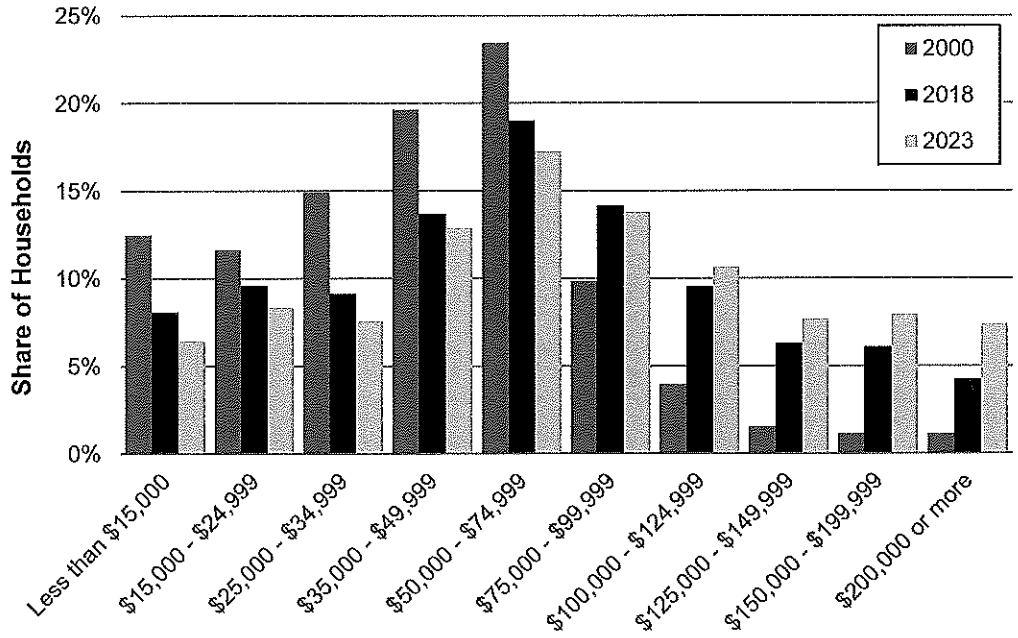


Source: U.S. Census Bureau, 2012-2016 ACS 5-Year Estimates, TIGER/Line Shapefile 2017

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

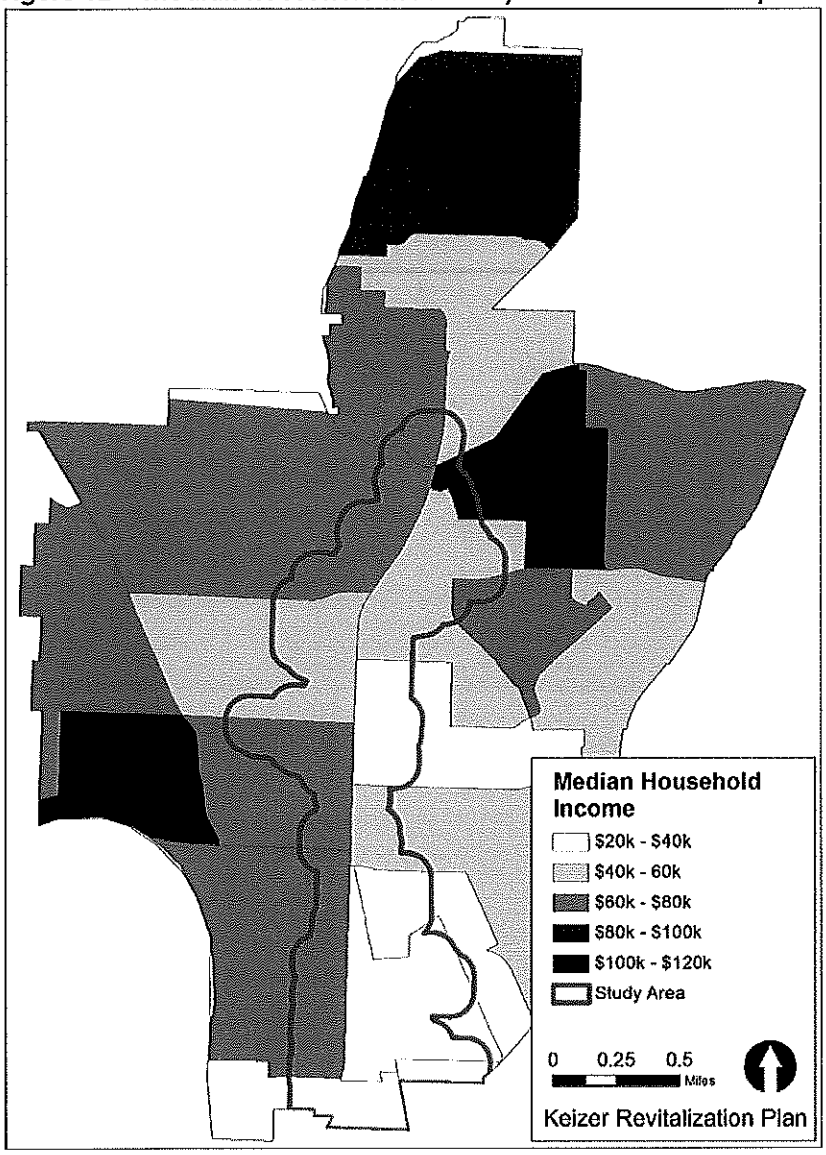


Source: US Census, Environics, Johnson Economics

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



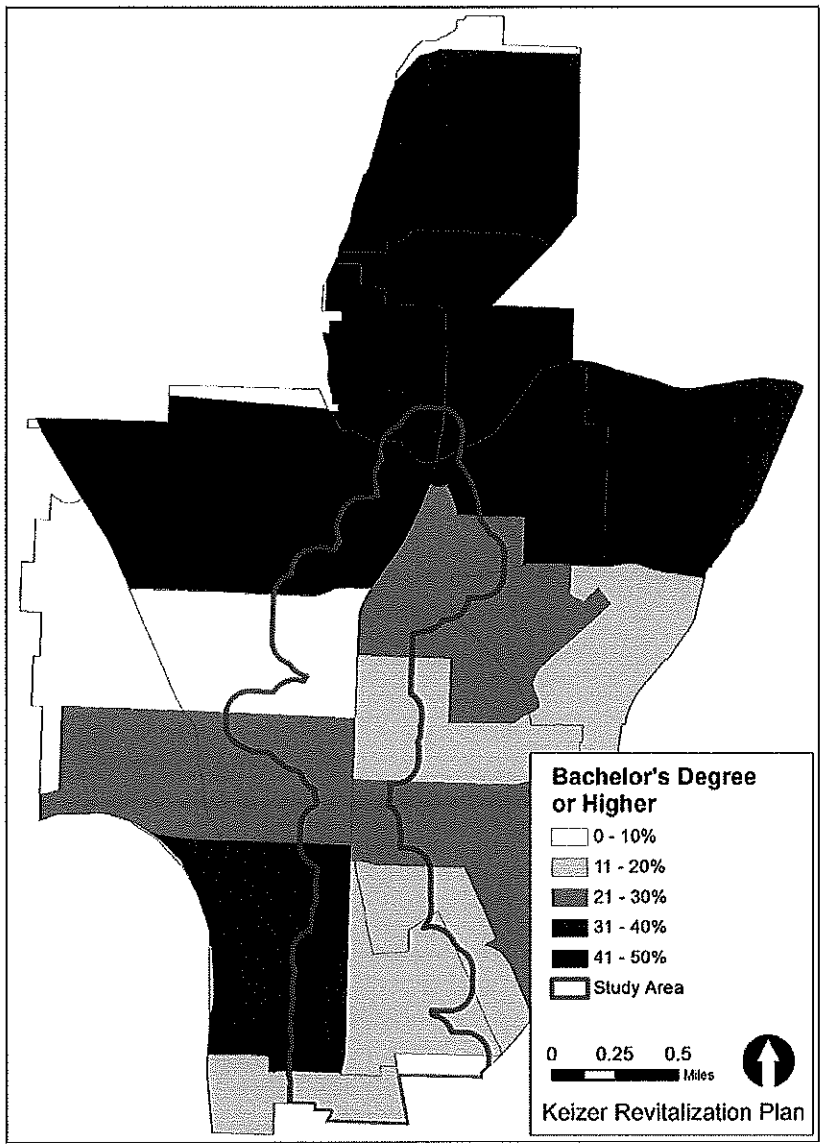
Source: U.S. Census Bureau, 2012-2016 ACS 5-Year Estimates, TIGER/Line Shapefile 2017

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

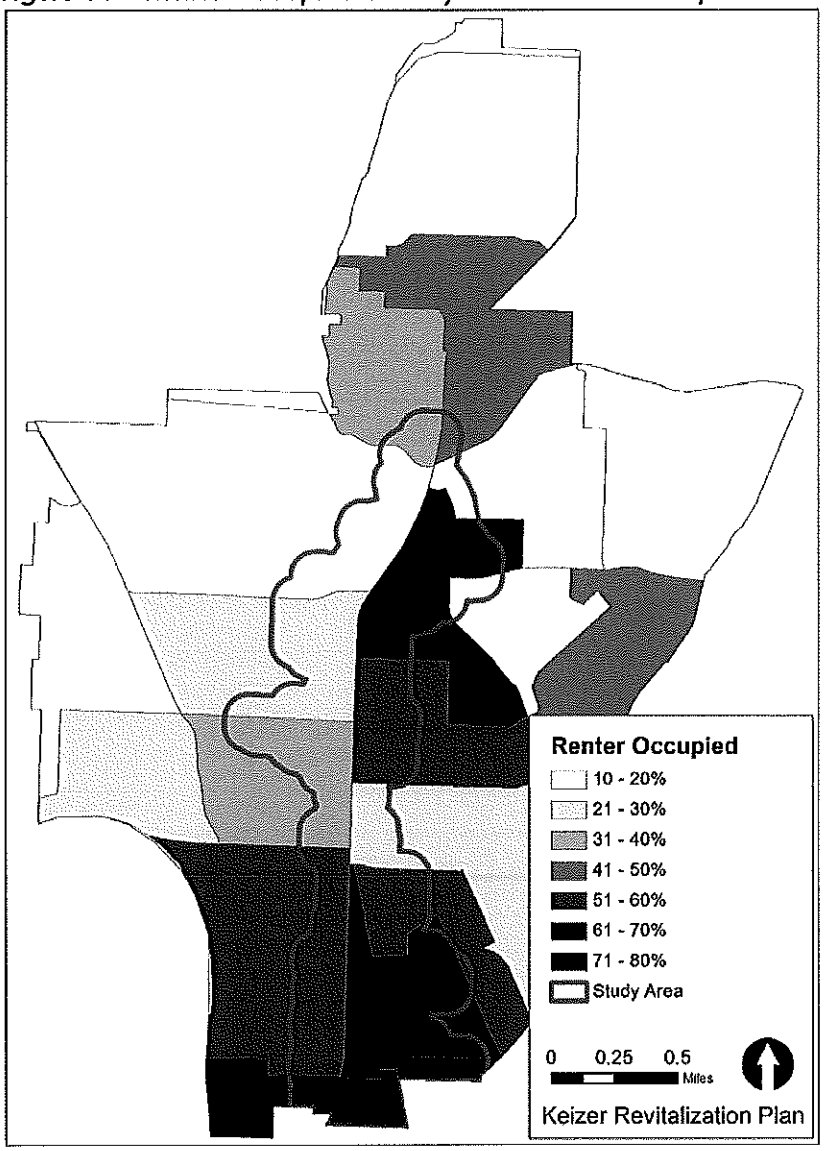


Source: U.S. Census Bureau, 2012-2016 ACS 5-Year Estimates, TIGER/Line Shapefile 2017

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.

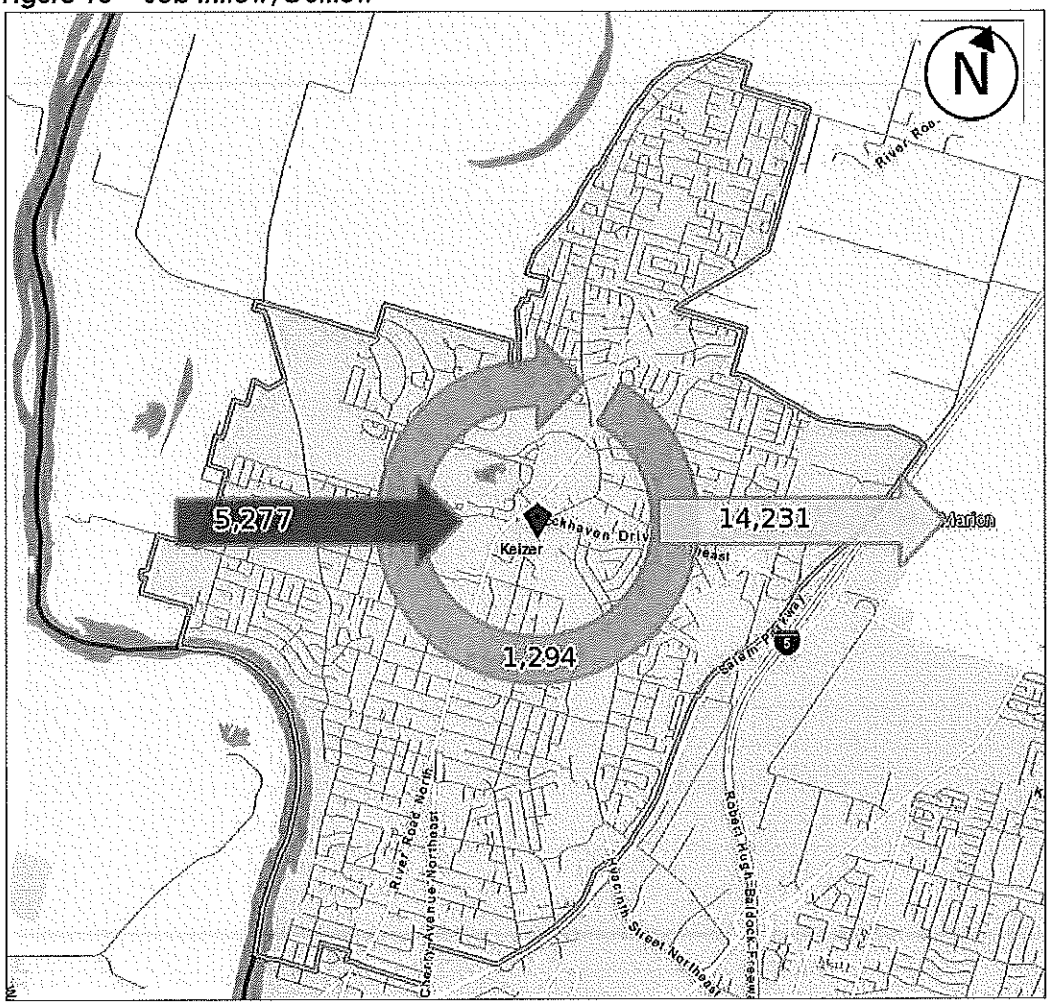
Figure 15 is a map that depicts the concentration of jobs in Keizer. The map shows that jobs are concentrated in the study area along the River Road corridor, with hotspots roughly centered on the Chemawa Road intersection and the confluence with Cherry Avenue (as well as the Keizer Station area in northeast 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



5,277 - Employed in Selection Area, Live Outside
14,231 - Live in Selection Area, Employed Outside
1,294 - Employed and Live in Selection Area

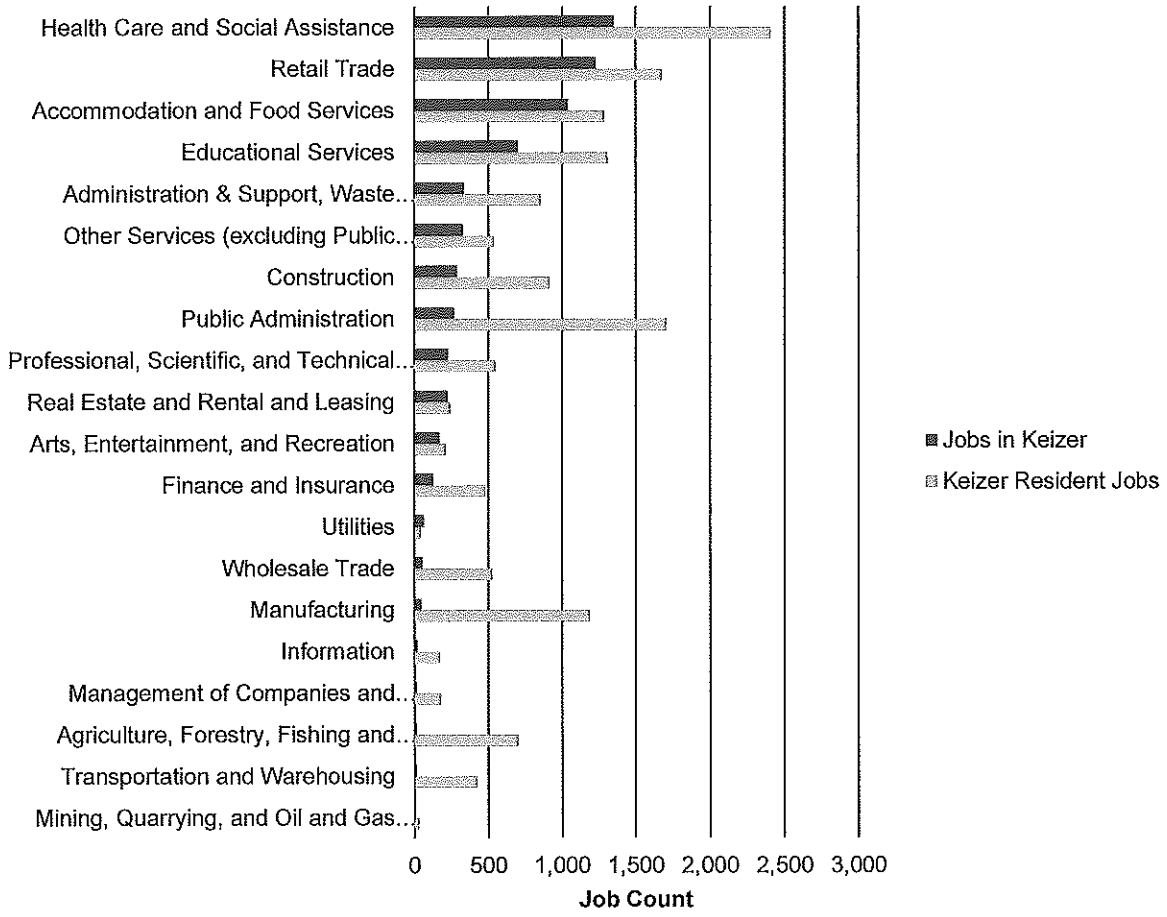
Source: U.S. Census Bureau, OnTheMap Application, http://onthemap.ces.census.gov

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

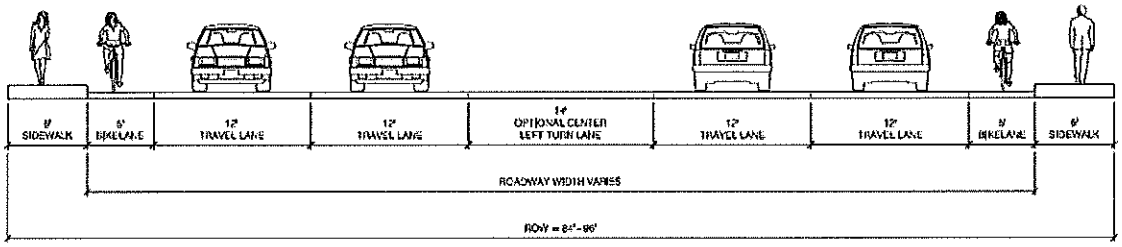
The operational and physical characteristics of the River Road and Cherry Avenue corridors were evaluated based on a review of the City's Transportation System Plan (TSP) and satellite imagery. For the purposes of the operational and physical characteristic descriptions, the River Road corridor was broken 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 Lochhaven 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

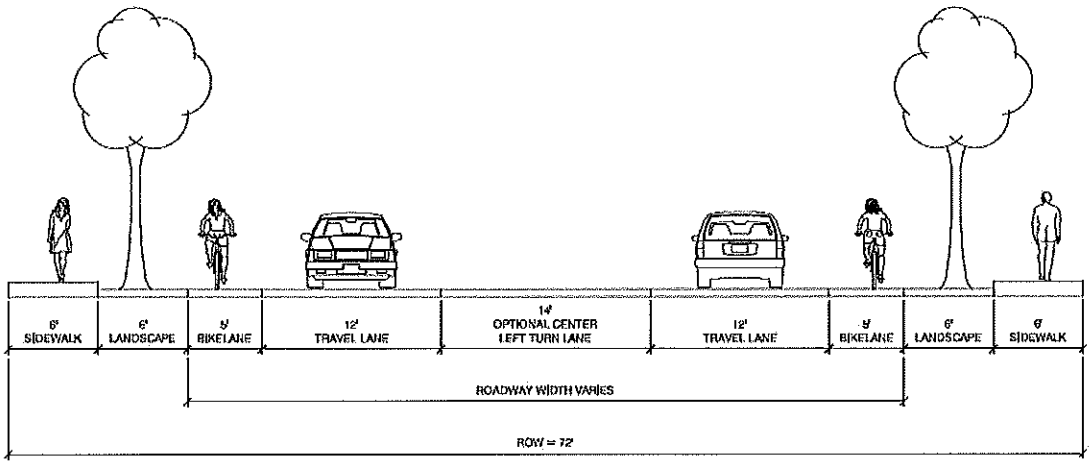
Source: City of Keizer TSP

Figure 18— River Road Cross Section Standard



Source: City of Keizer

Figure 19— Cherry Avenue Cross Section Standard



Source: City of Keizer

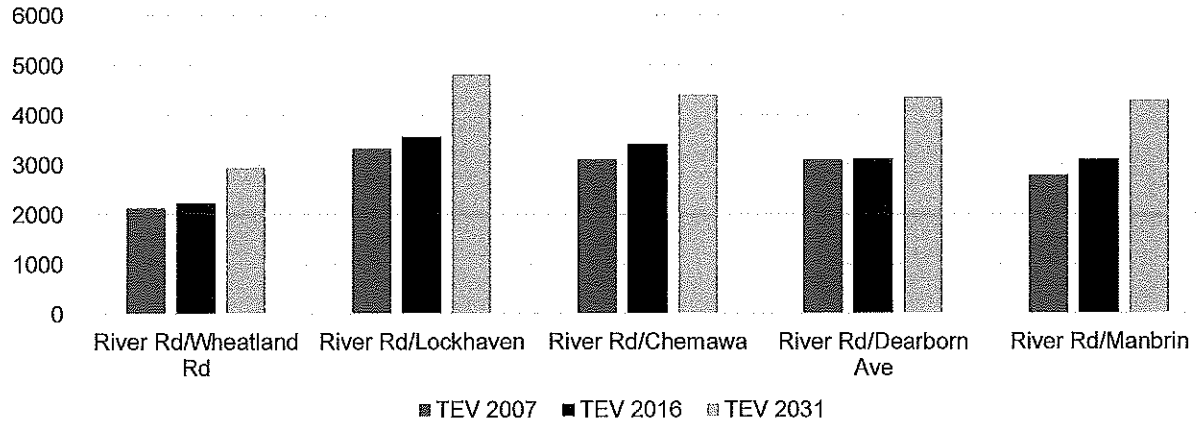
Traffic Data Comparison

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

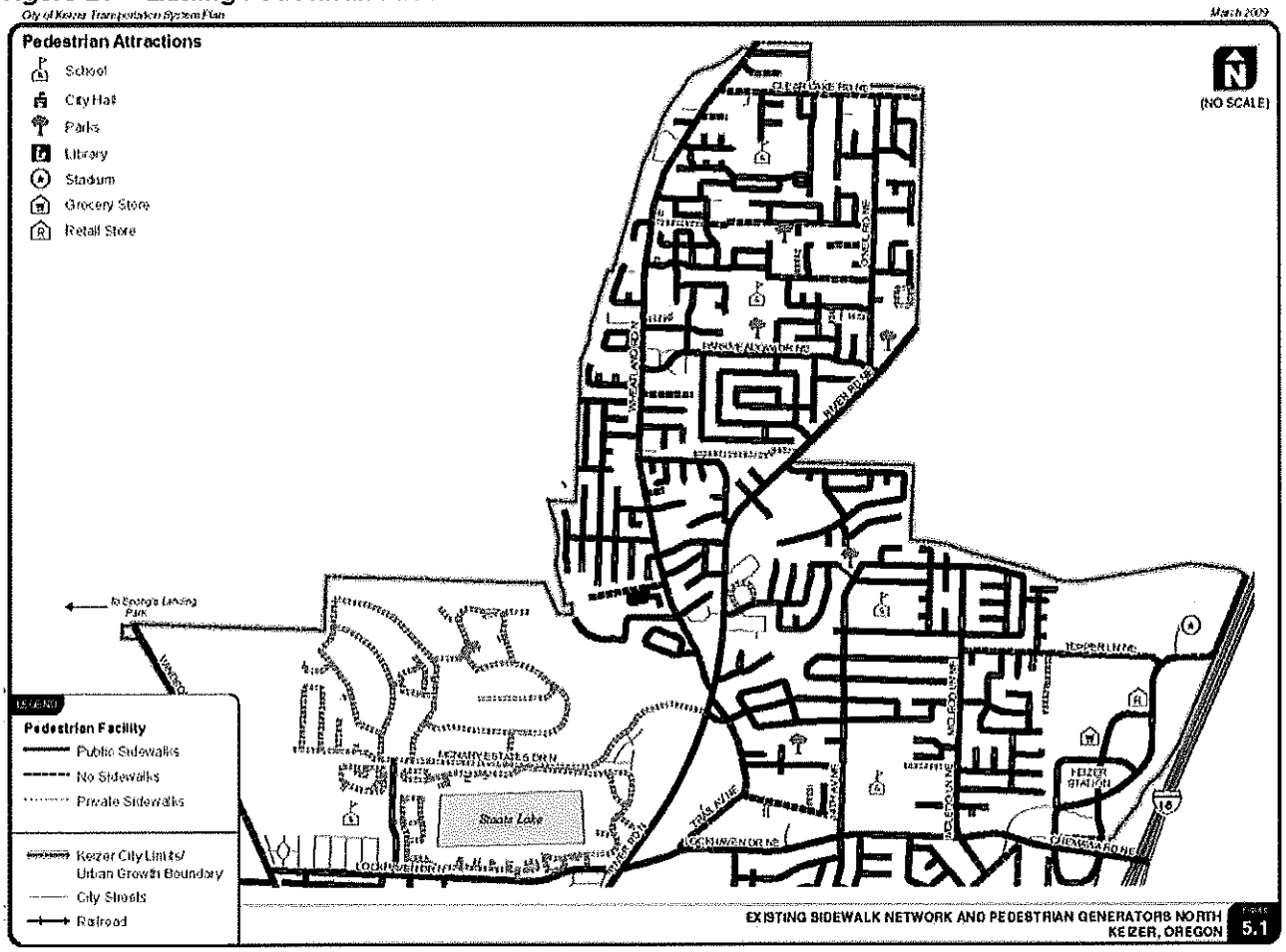
As shown in Table 4, a qualitative multimodal assessment (QMA) was performed for segments of River Road and Cherry Avenue within the project study area. The QMA methodology uses the roadway characteristics and applies a context-based subjective "Excellent/Good/Fair/Poor" rating. For the purposes of describing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

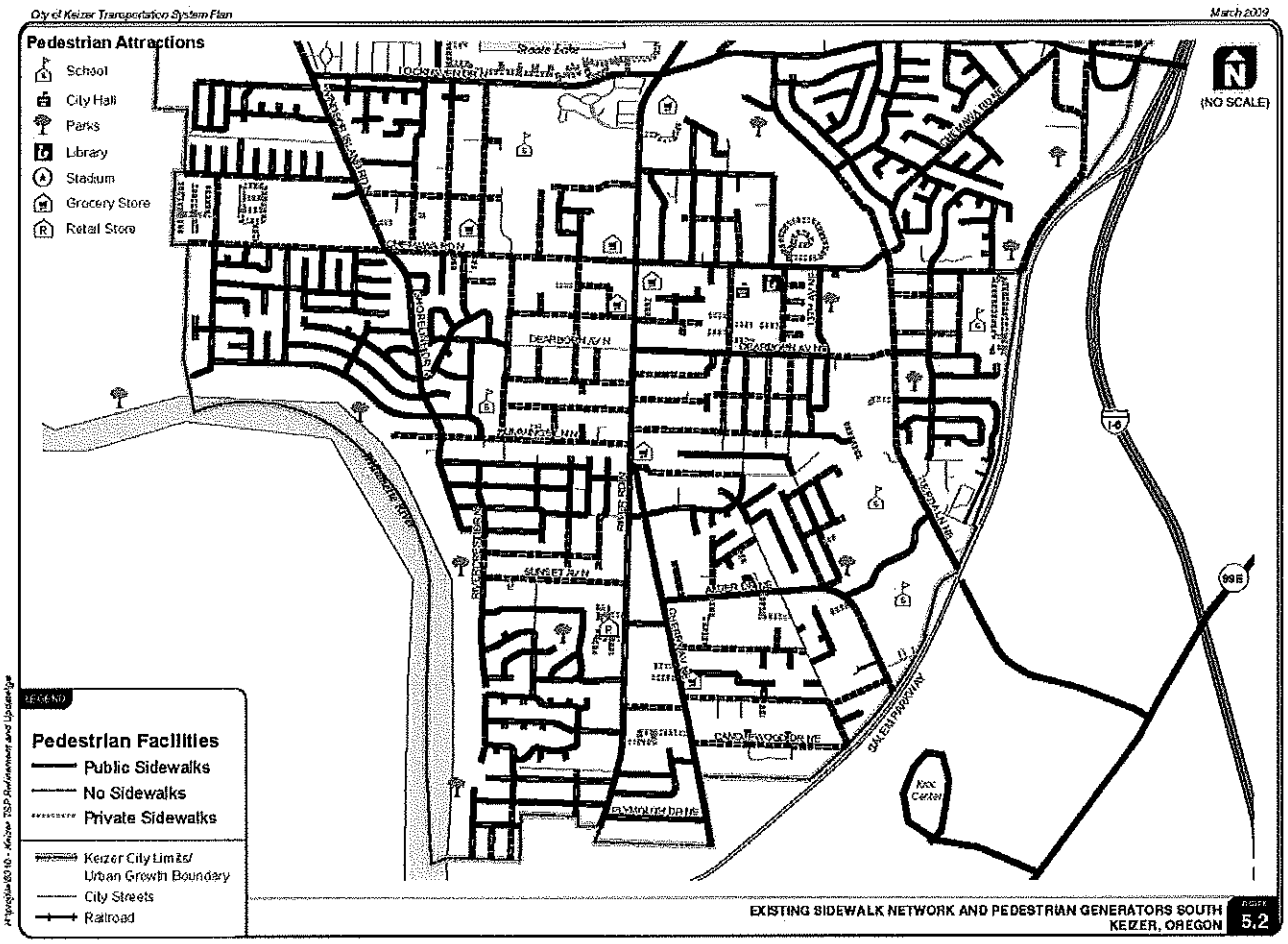
Table 4— Qualitative Multimodal Assessment

Roadway	Segment	Pedestrian	Bicycle	Transit
River Road	Wheatland Roadd 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.

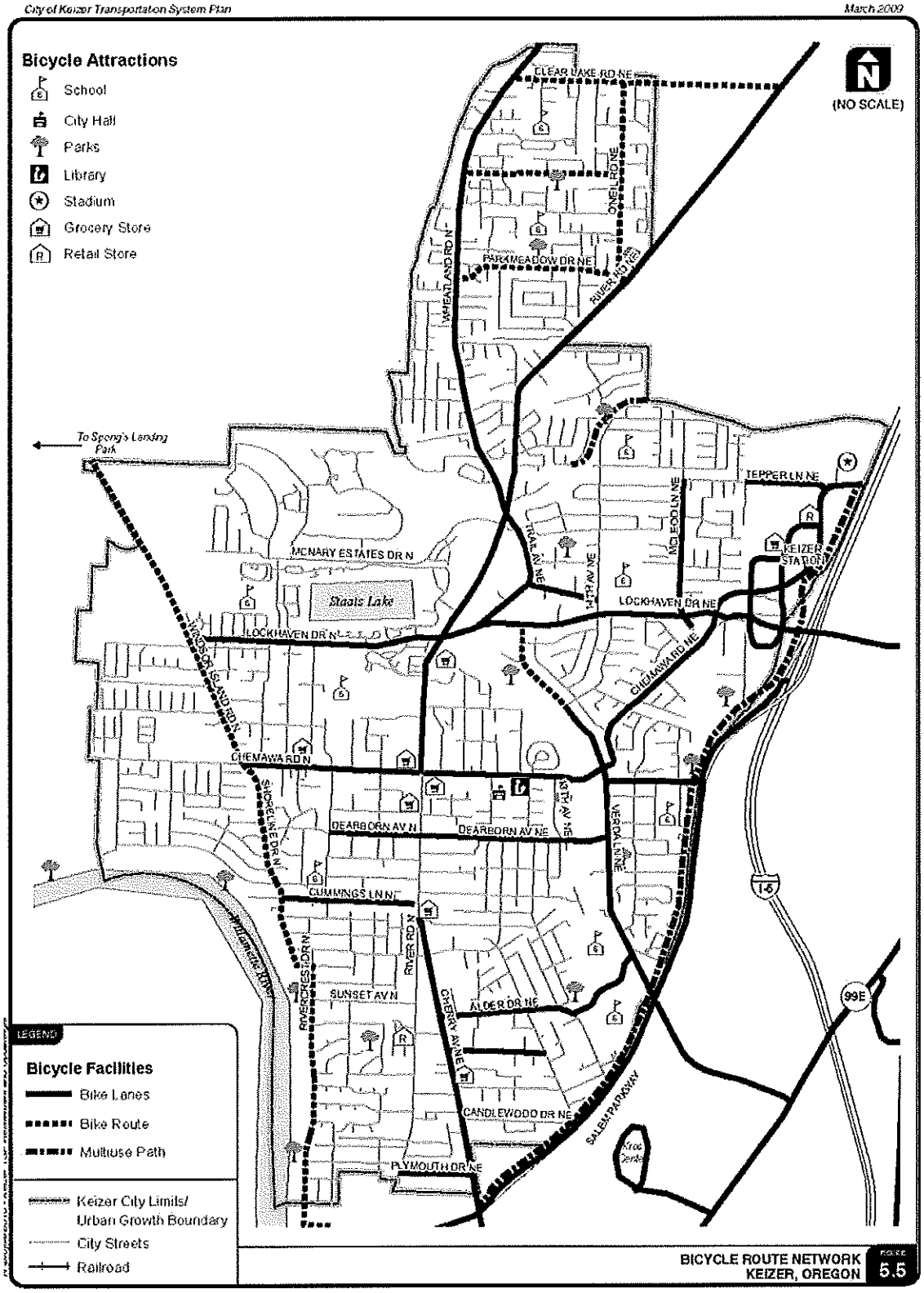
Figure 21— Existing Pedestrian Facilities





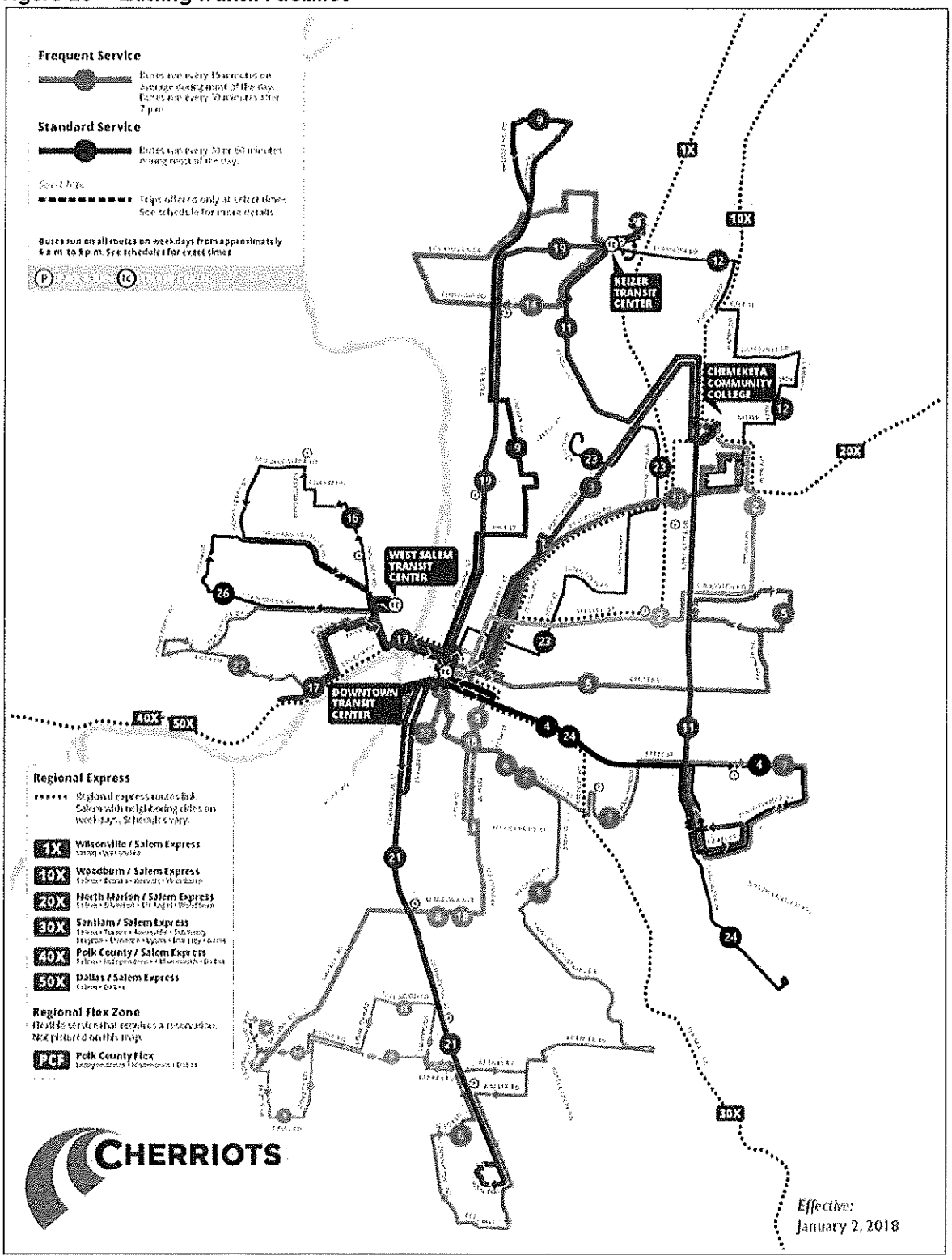
Source: City of Keizer TSP

Figure 22— Existing Bicycle Facilities



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).

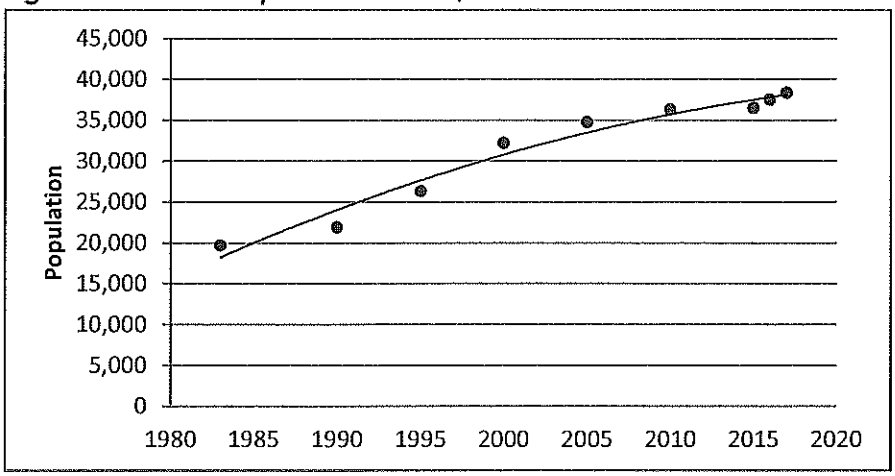
Table 5— Keizer Revitalization Plan Project Study Area Population and Land Use Summary

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



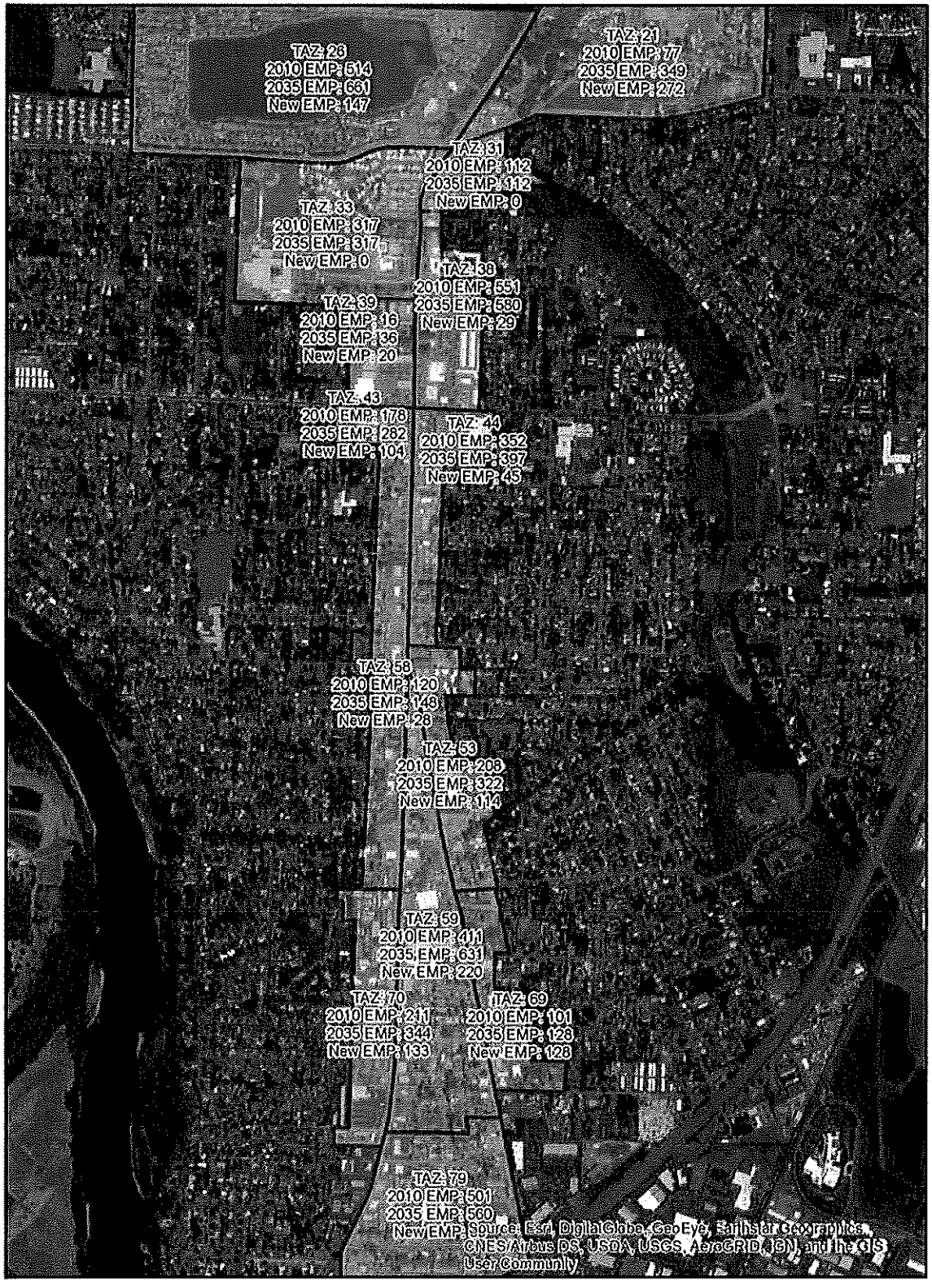
Source: City of Keizer (https://www.keizer.org/demographics)

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

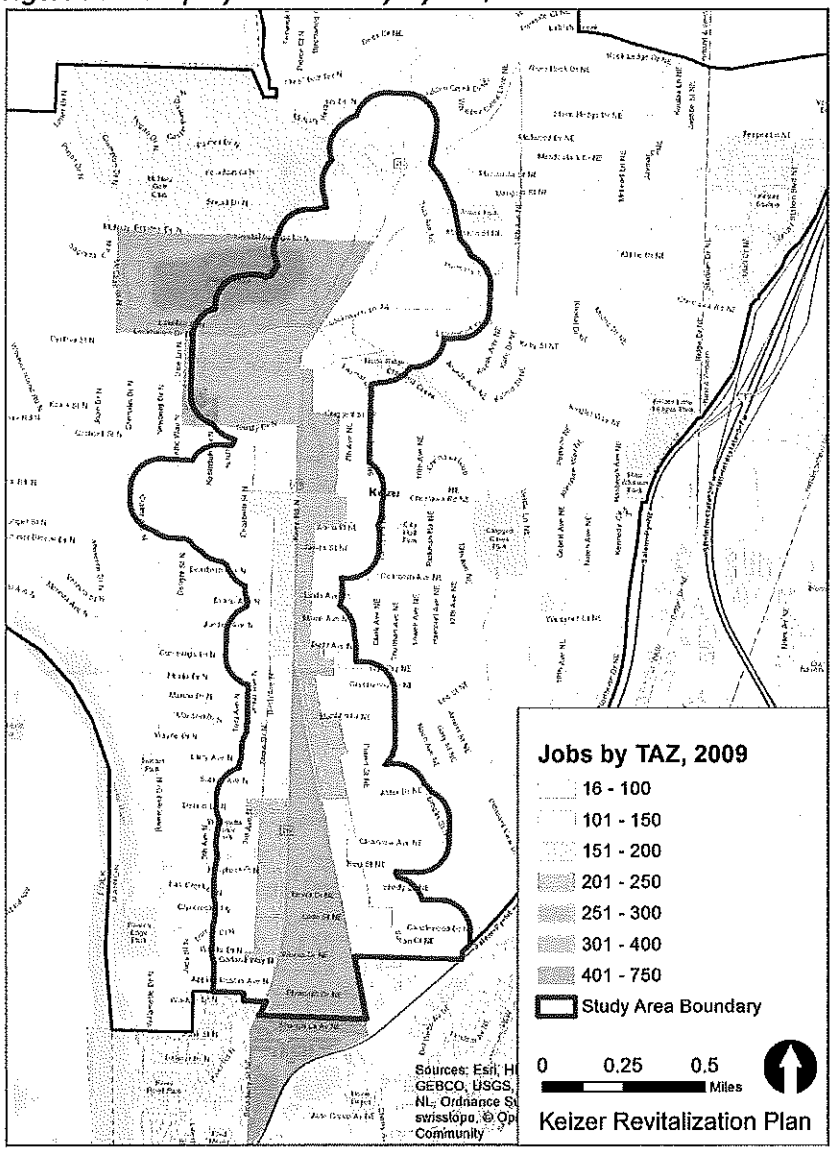
The following miscellaneous roadway projects relevant to the Keizer Revitalization Plan were also identified as requiring additional investigation or monitoring.

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

Location of major employers and trip generators

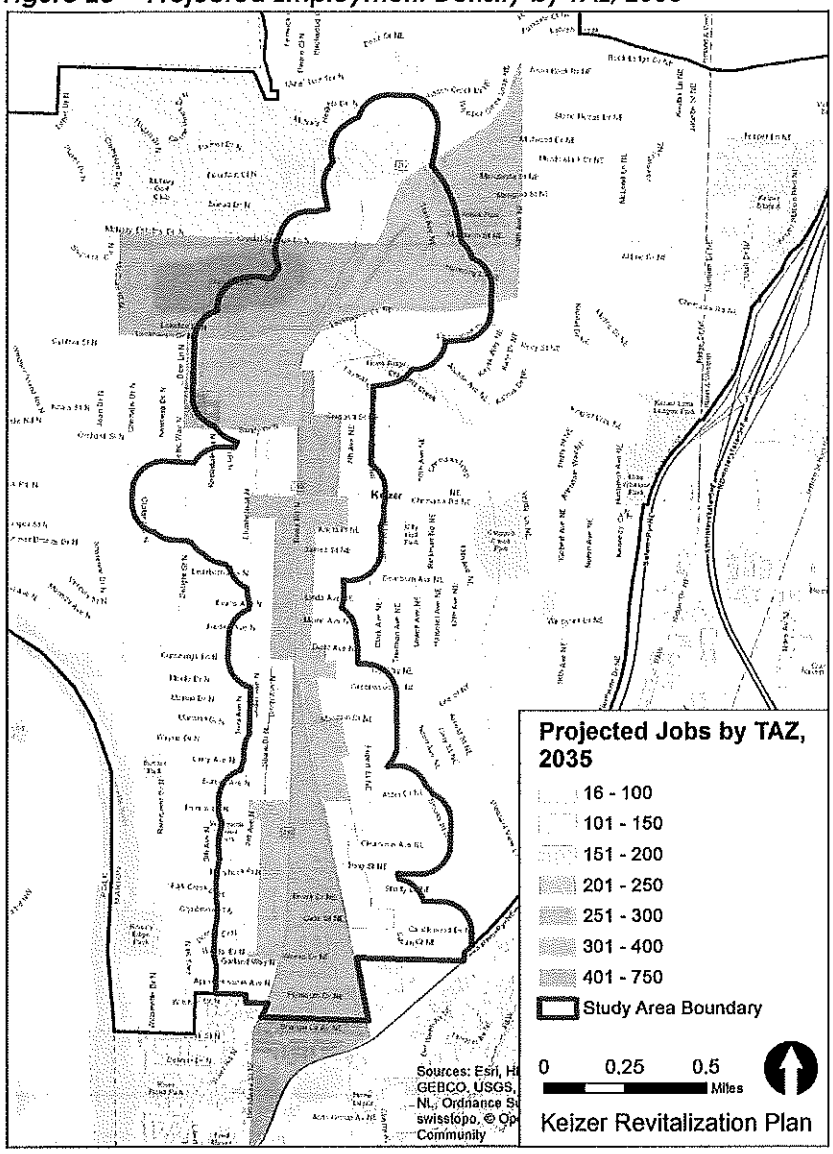
The following maps highlight the concentrations of employment for the TAZs within the study area. These are considered "trip generators" because they represent the areas with destinations to which people are driving, walking, biking or riding the bus. Figure 27 depicts the employment density as measured 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



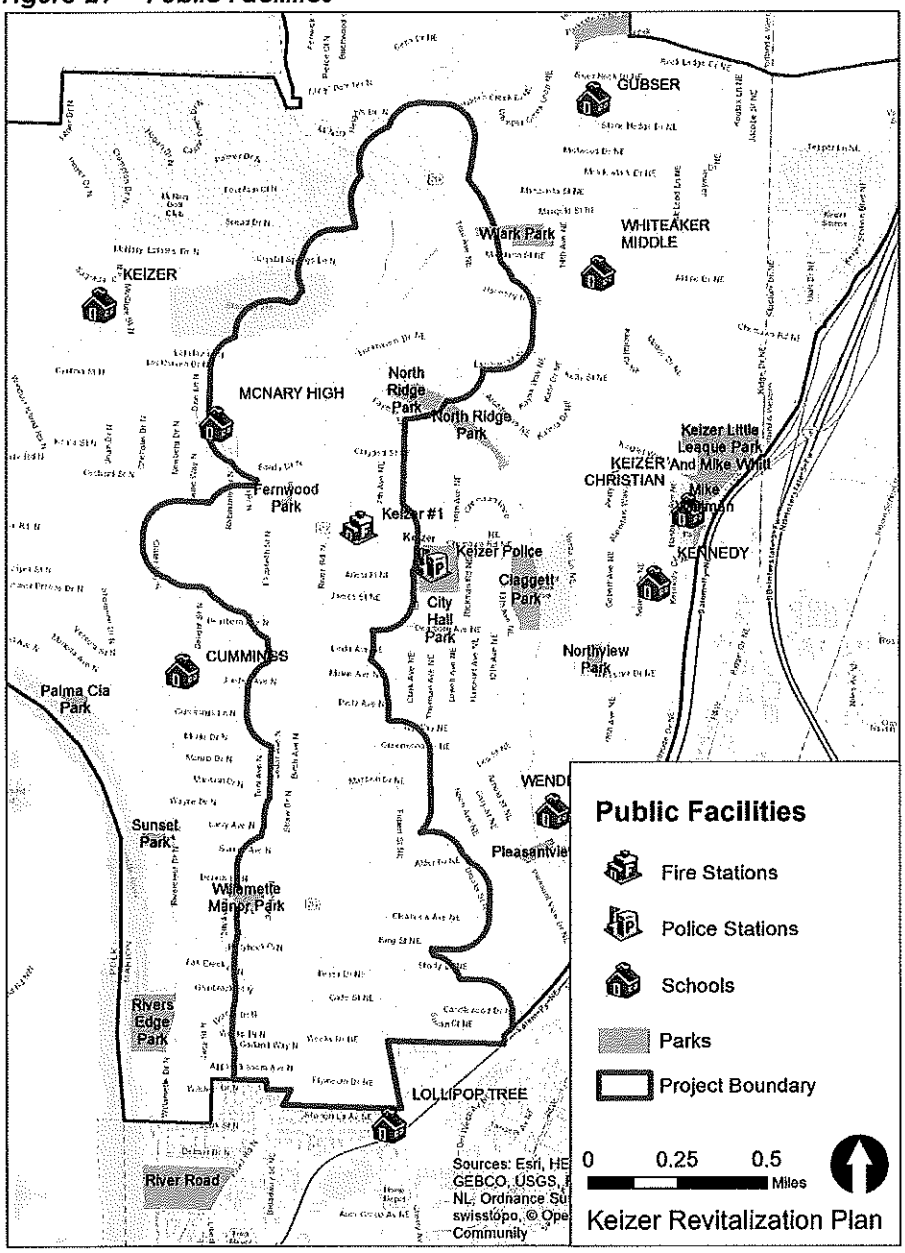
Source: MWVCOG

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

JOHNSON
ECONOMICS

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

The following table (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

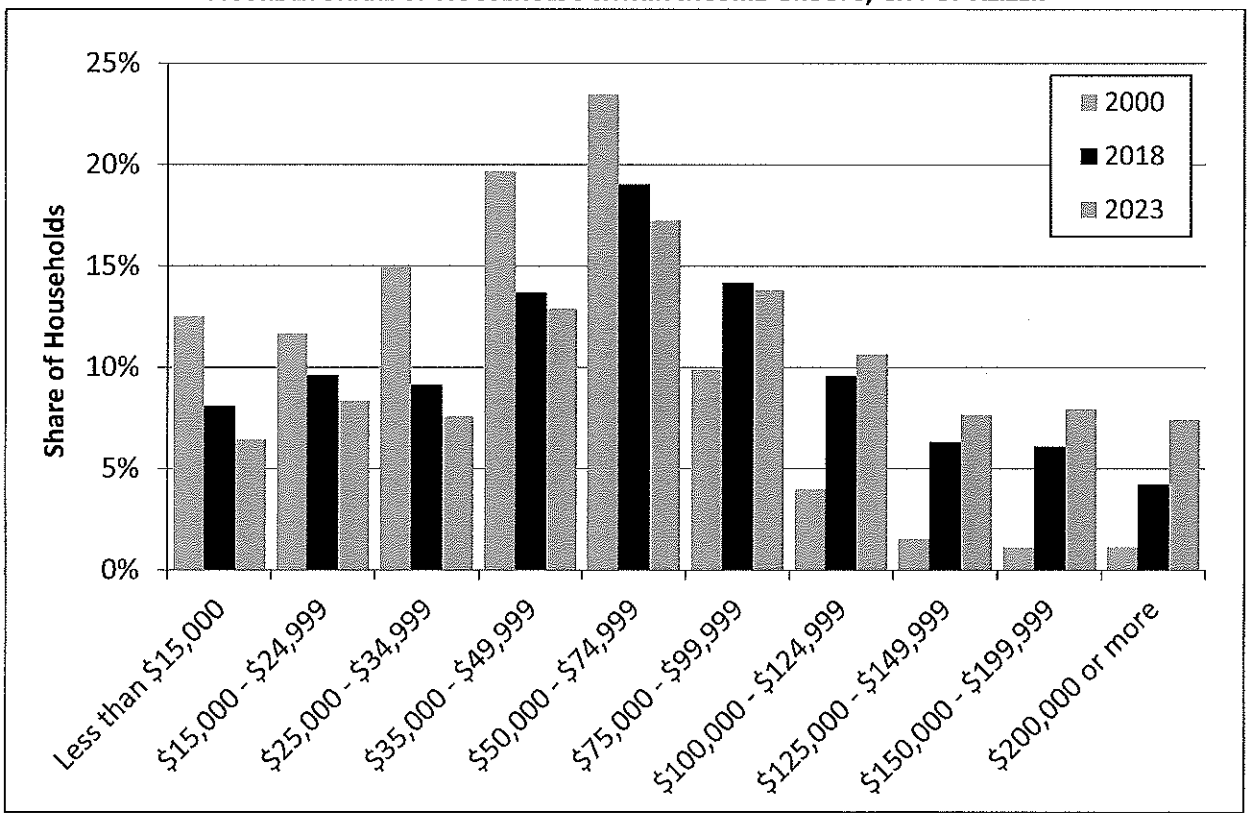
POPULATION, HOUSEHOLDS, FAMILIES, AND YEAR-ROUND HOUSING UNITS						
	2000 (Census)	2010 (Census)	2018 (Est.)	Growth Rate 10-18	2023 (Proj.)	Growth Rate 18-23
Population	32,203	36,478	38,619	0.7%	41,228	1.3%
Households	12,110	13,687	14,348	0.6%	15,269	1.3%
Families	8,642	9,517	9,972	0.6%	10,612	1.3%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

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

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.

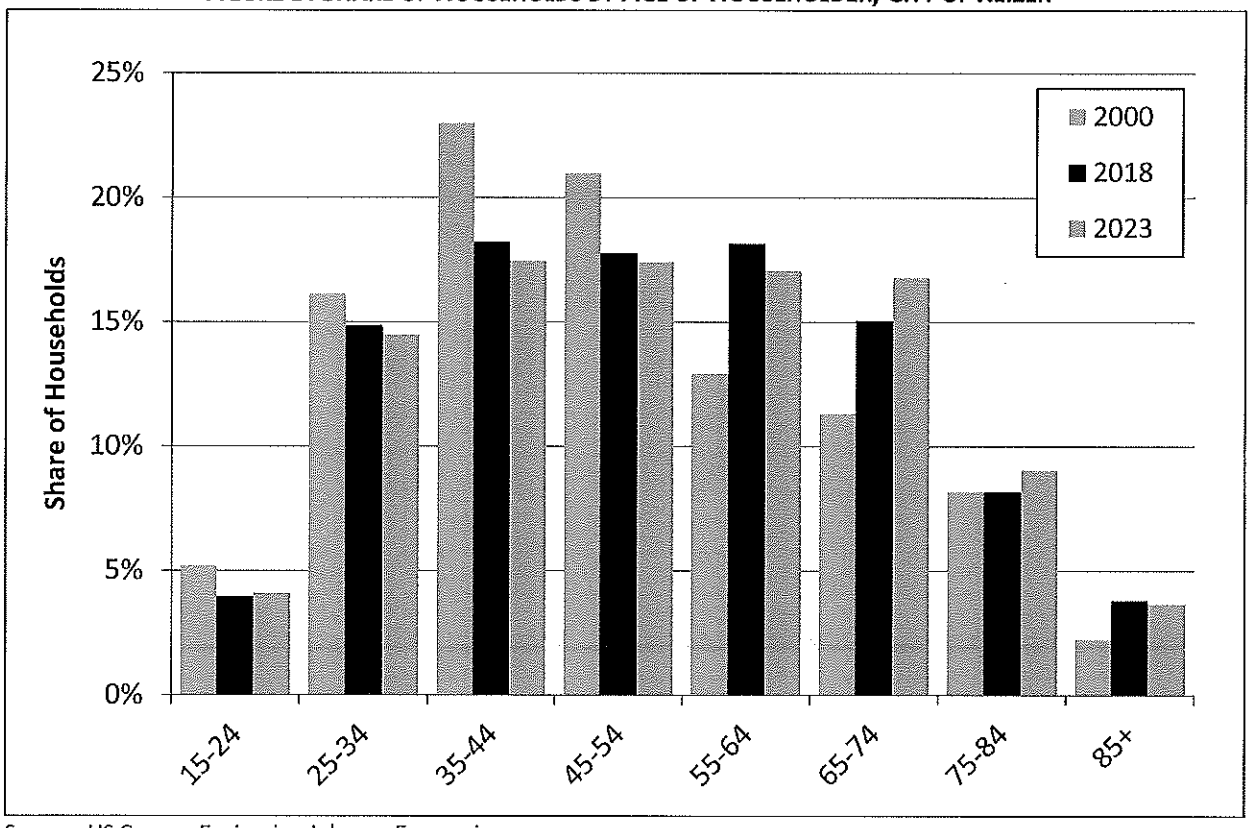
- The greatest growth was in households in the 55 to 64 age range, coinciding with the oldest of the Baby Boom cohort. This cohort grew from 13% to 17% of households.

- 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

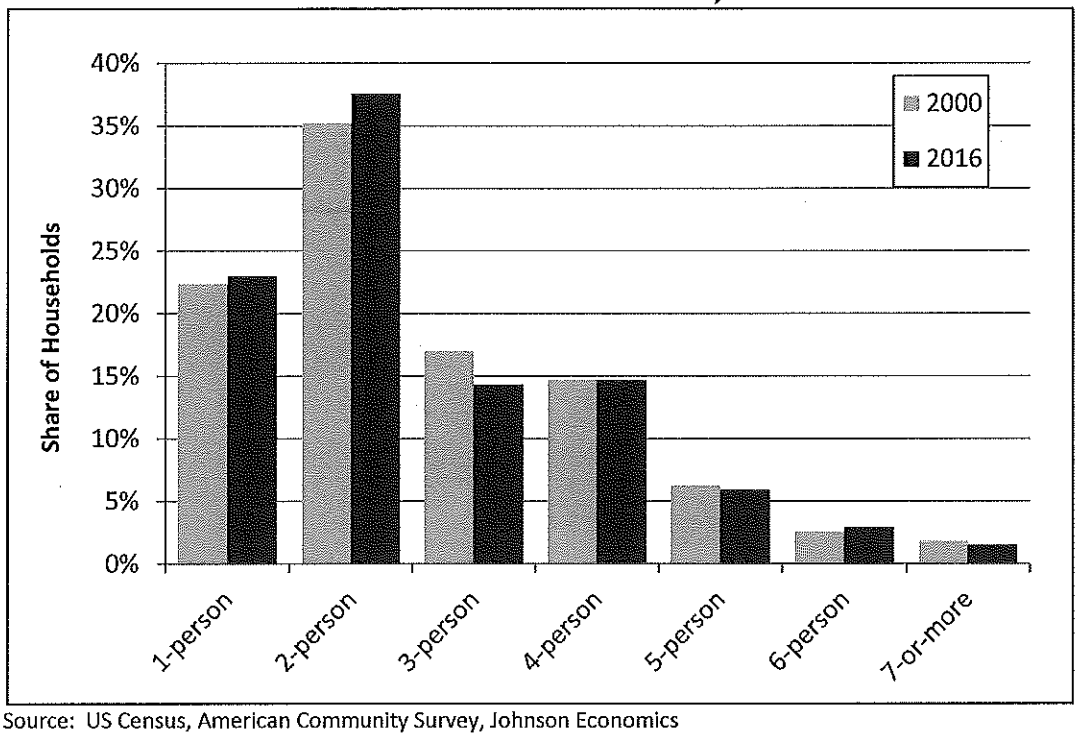
Household Size

- 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

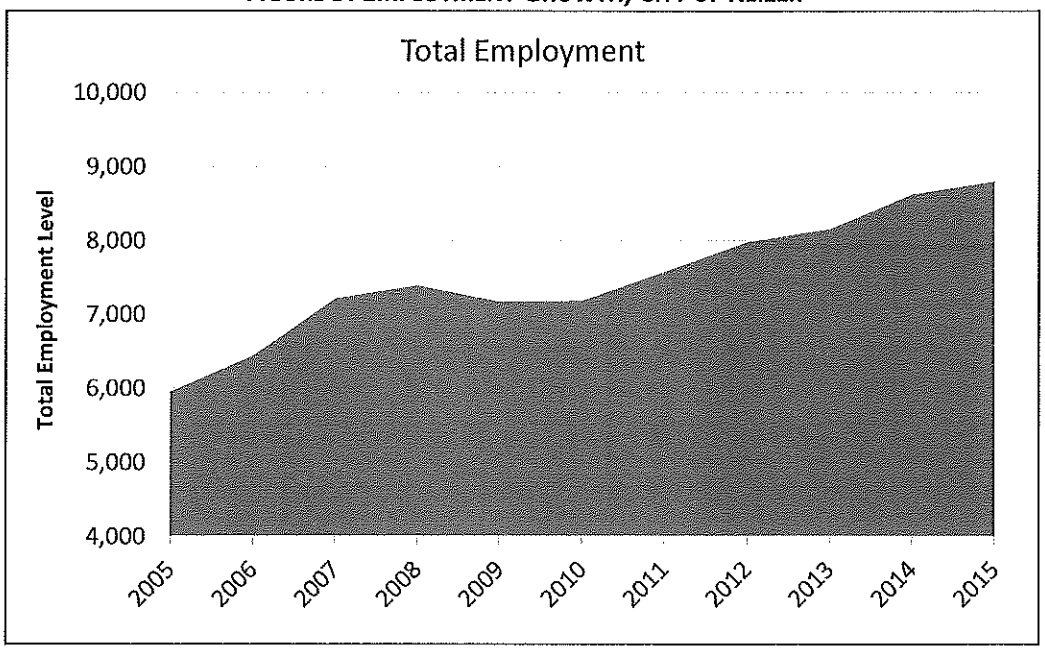


Source: US Census, American Community Survey, Johnson Economics

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

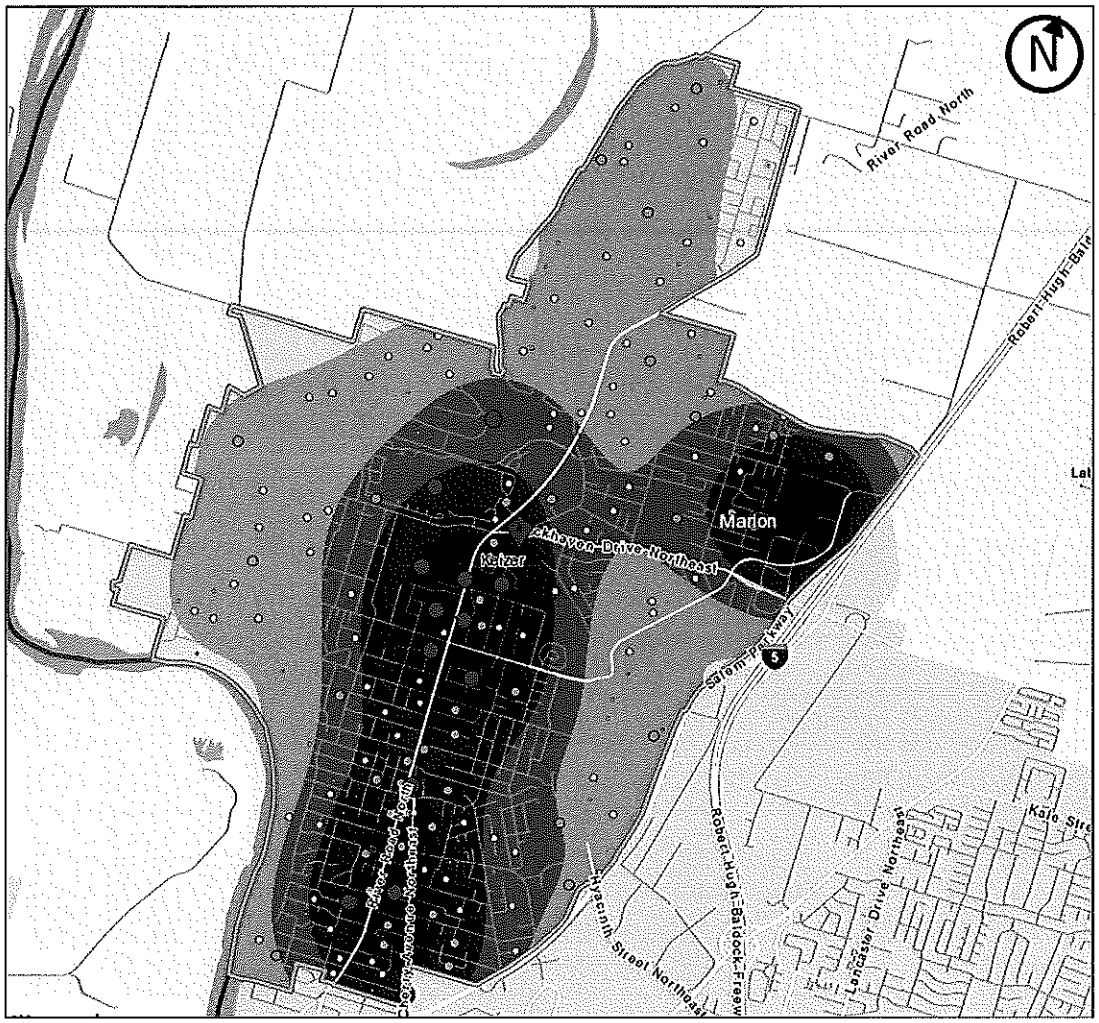


Source: US Census, Johnson Economics

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



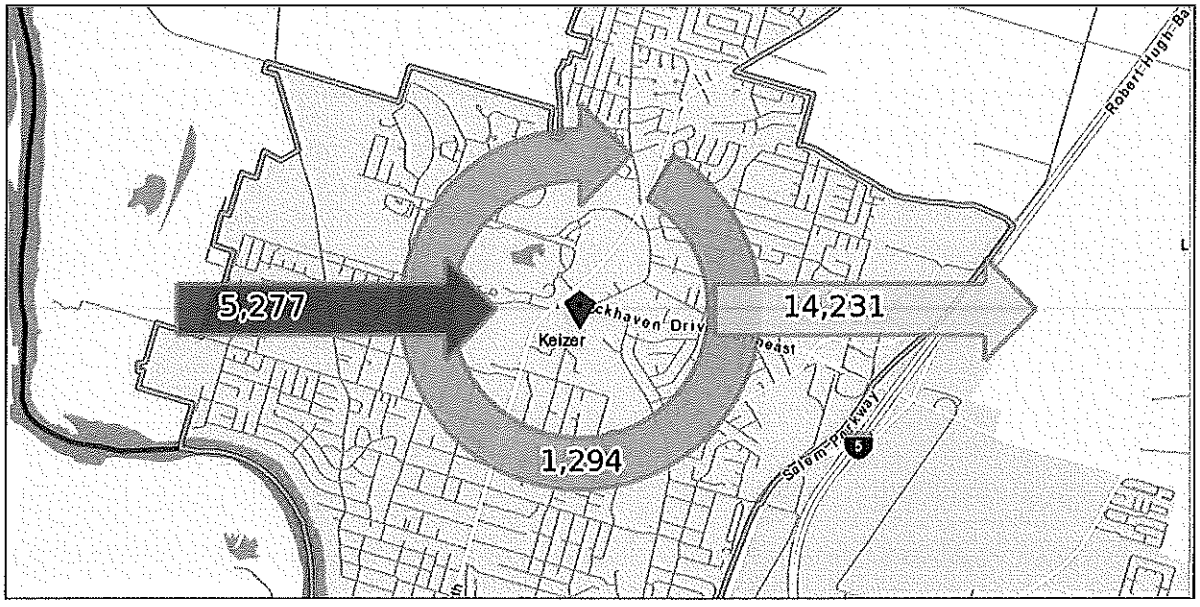
Source: US Census, BLS, Johnson Economics

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.

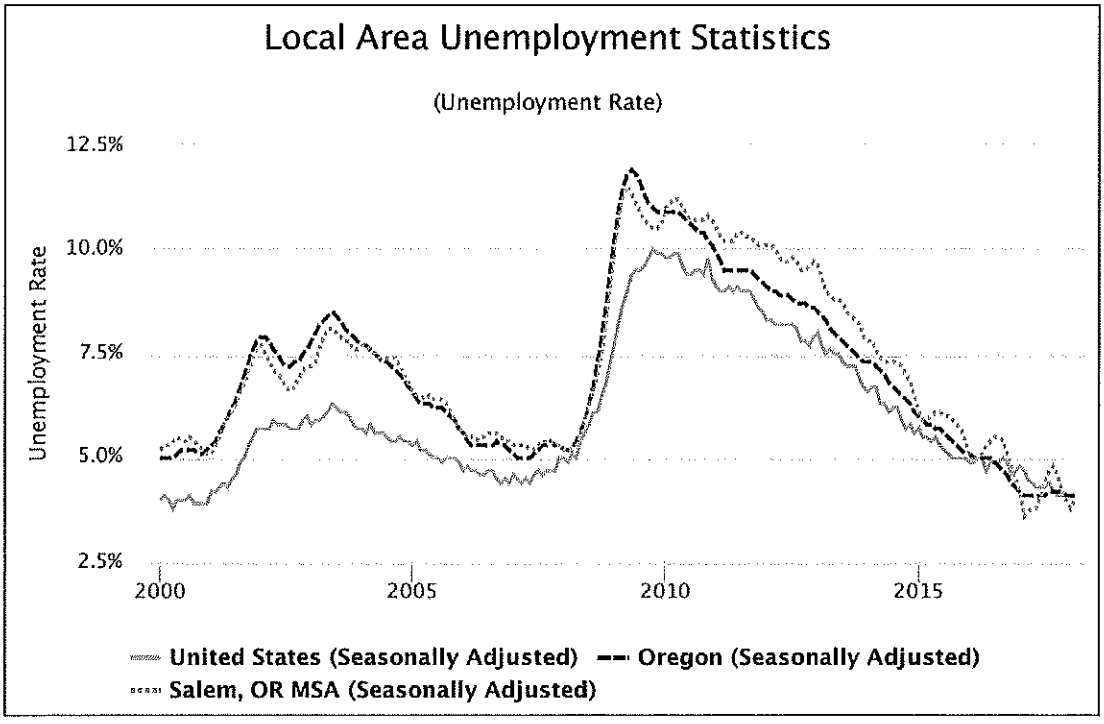
This data set includes "covered employment" only—employer firms that tracked through unemployment insurance. This data omits a significant portion of the workforce that are not covered (i.e. sole-proprietors, self-employed, commission workers), who may be more likely to work in the same community, or 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

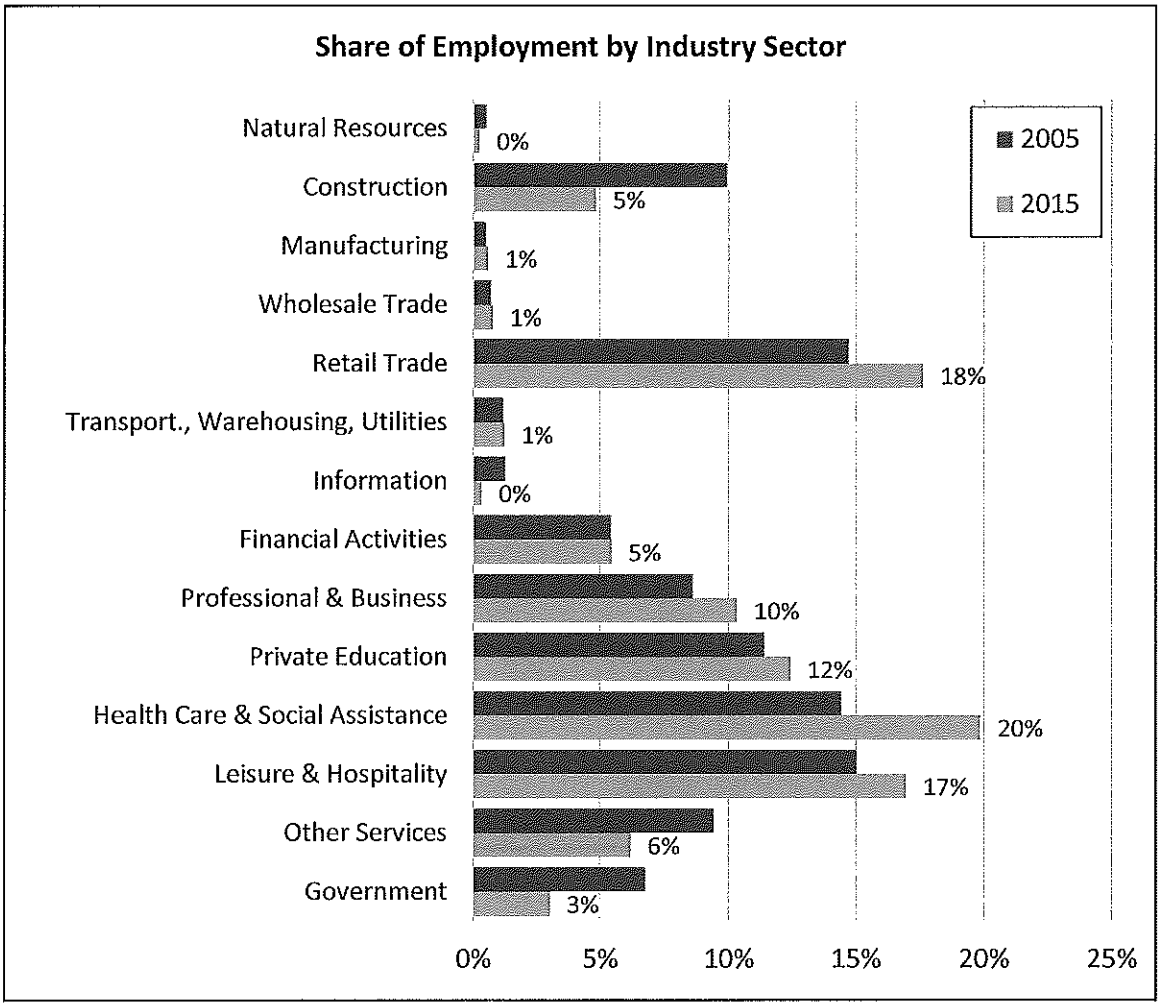
Unemployment Rate

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
Population	38,619	48,697	10,078	26%	1.6%
Households	14,348	18,191	3,843	27%	1.6%

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

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

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

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

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

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	2013	Forecast Estimates				'13-'33 Growth	
NAICS	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 Assistanc	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%
Total	**7,134**	**7,771**	**8,476**	**9,258**	**10,124**	**2,990**	**1.77%**

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
Total	**91,739**	**183,463**	**285,831**	**400,240**		**26.3**

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

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

2 Assumes a Market Clearing Vacancy Rate of 10%

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

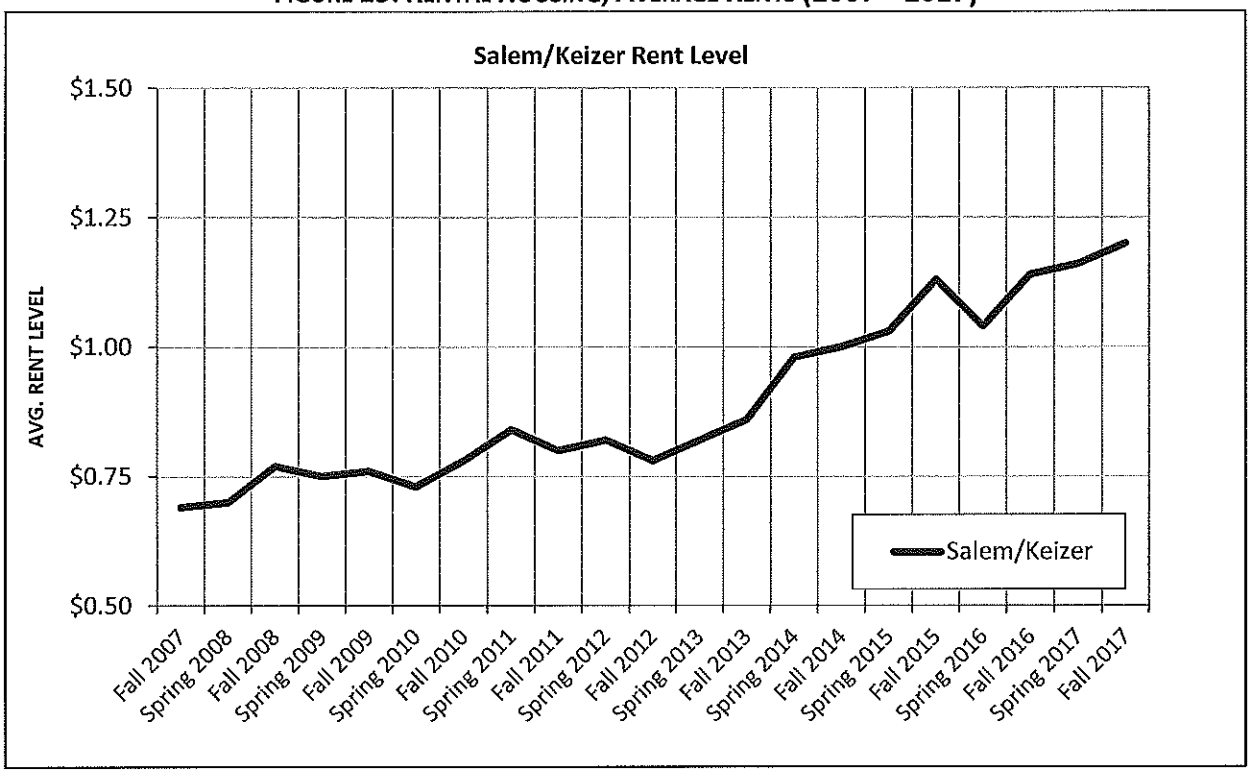
IV. REAL ESTATE MARKET TRENDS & PRICING

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)

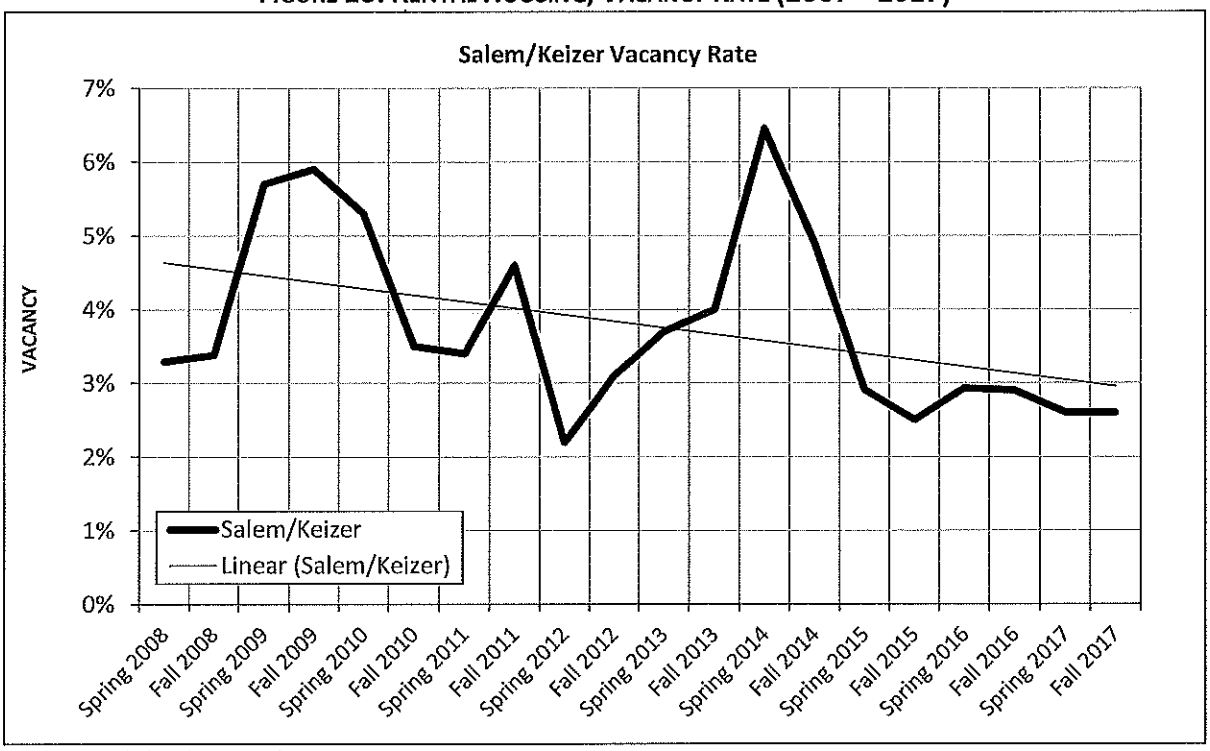


Source: Multifamily NW, Johnson Economics

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)

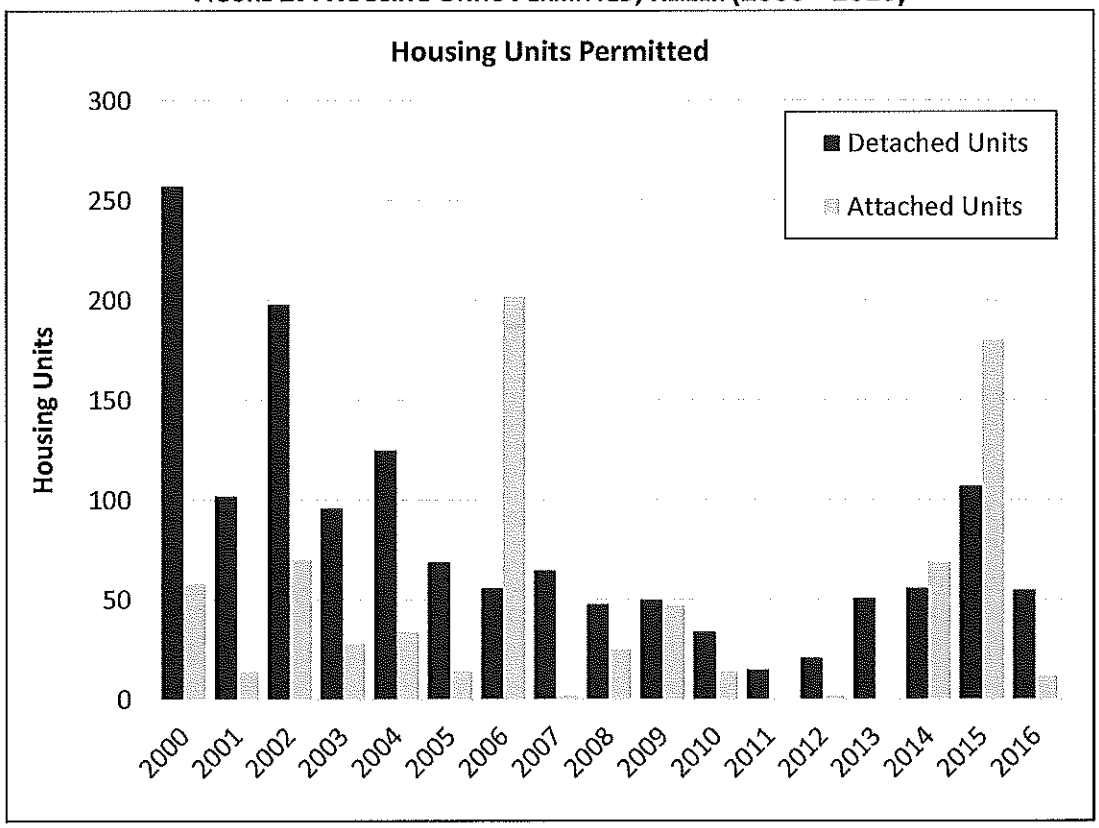
Since 2000, there have been an estimated 2,100 units permitted in Keizer. Of these, a little more than a third, or 770 units were attached housing units. Many of these units are found in Hawks Ridge (2008) and Keizer Station (2016) apartment developments.

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
# of Sales:	11	141	60	4	*216*
Share of Sales:	5%	65%	28%	2%	*100%*
Median Price:	$178,455	$253,113	$340,500	$256,725	*$273,652*
Avg. Price:	$169,636	$266,830	$334,700	$252,225	*$280,463*

Source: RMLS, Johnson Economics

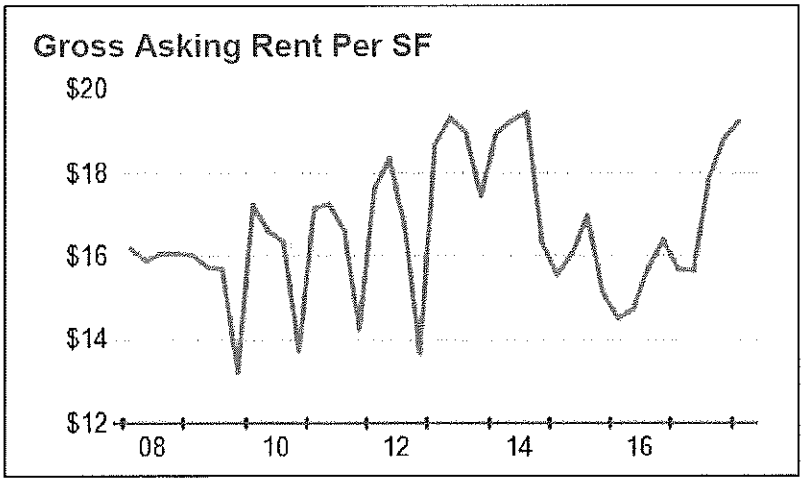
An estimated 1,400 detached homes have been permitted since 2000, or roughly 85 per year. However, the current rate of homebuilding remains lower than that seen prior to the recession.

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.

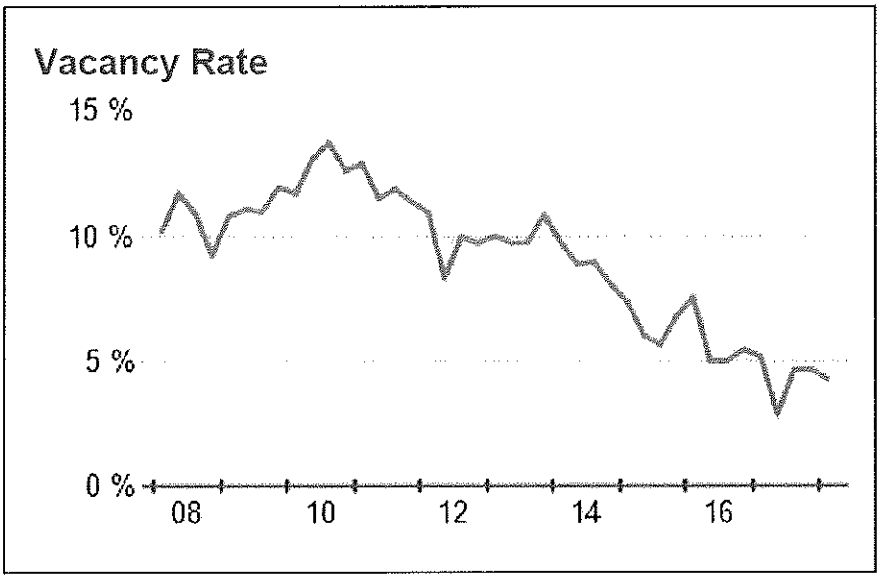
FIGURE 19: AVERAGE OFFICE RENTS, KEIZER



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

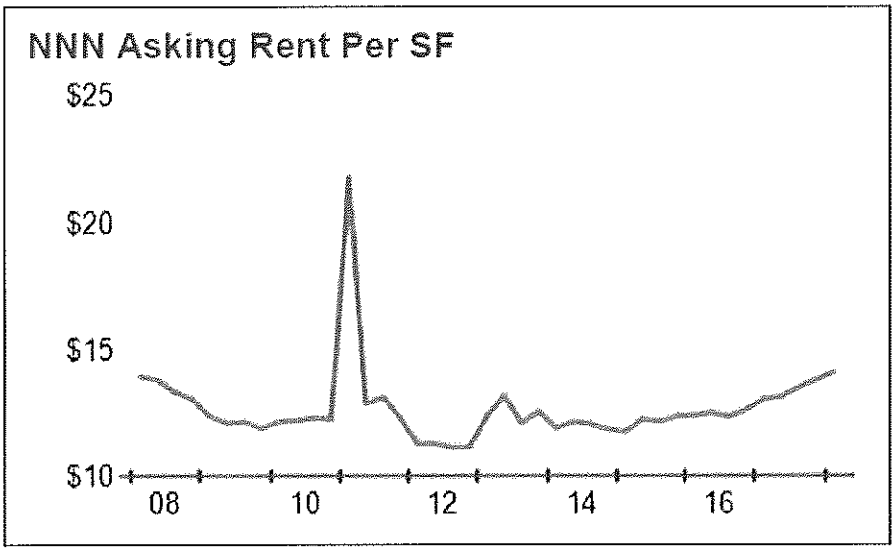


Source: CoStar

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.

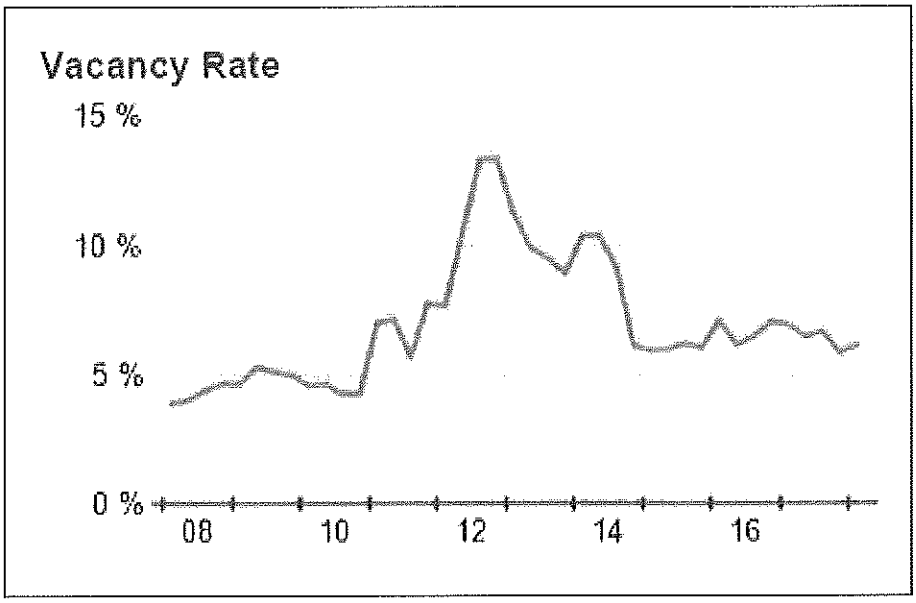
FIGURE 21: AVERAGE OFFICE RENTS, KEIZER



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.

V. 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

Garden Apartment or Condominiums with Surface Parking	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.	
Attached Duplex/ Townhomes	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.	

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.

VI. 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.*

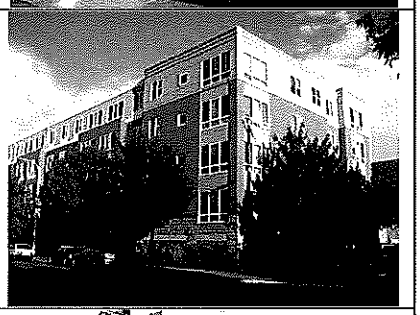
- ***Construction*** *– There are many risk factors associated with construction. The cost of materials can fluctuate significantly, timing delays can impact contractor availability windows, unforeseen problems may emerge during site-work, etc.*

- ***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.

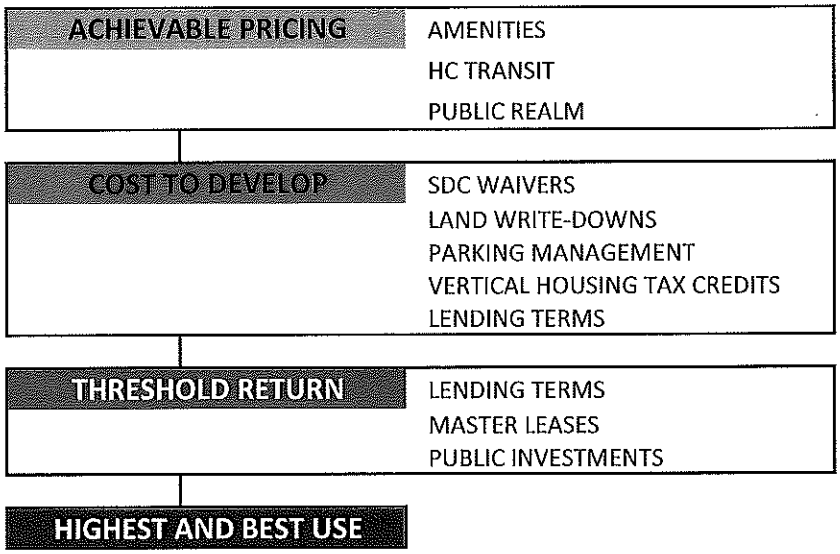
Currently, redevelopment of commercial properties along the Highway may remain more of a challenge. This is because achievable commercial lease rates are still modest enough that they will not justify the cost of redevelopment of most sites. However, it is possible that office rent levels may justify 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.

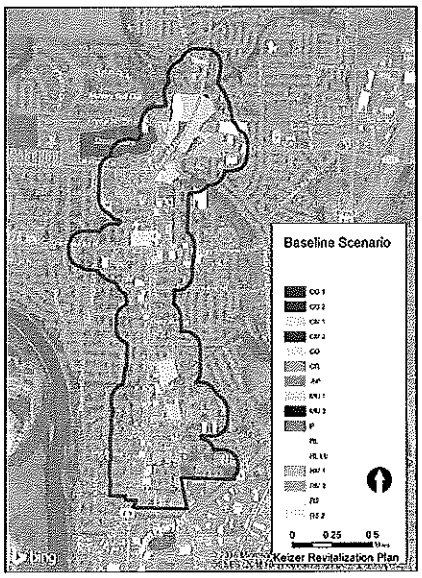
- **Equity Gap Financing:** Gap financing usually takes the form of grant or loan that is directly applied to help overcome the viability gap, most commonly for affordable housing. Demonstration of local funding commitment can also help non-profits secure tax credits or

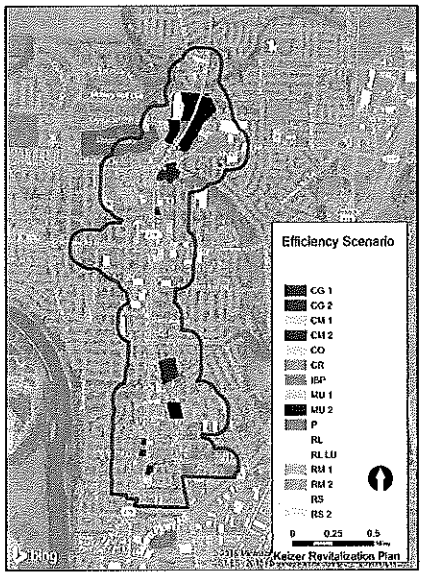
other state funding. A source of funding must be identified to provide this financing, and amounts may need to be sizable in order to make a difference on large projects.

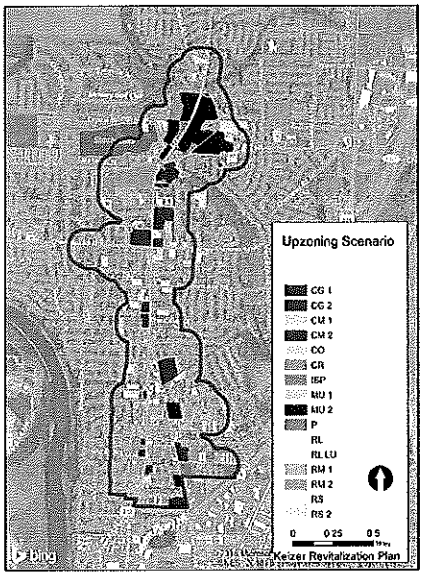
- **Tax Exemptions:** Tax exemptions provide an on-going reduction in operating costs in return for meeting specified public goals. Affordable housing projects can utilize tax savings to help defray the often increased cost of staffing at these properties. The trade-off is that in an Urban Renewal Area, 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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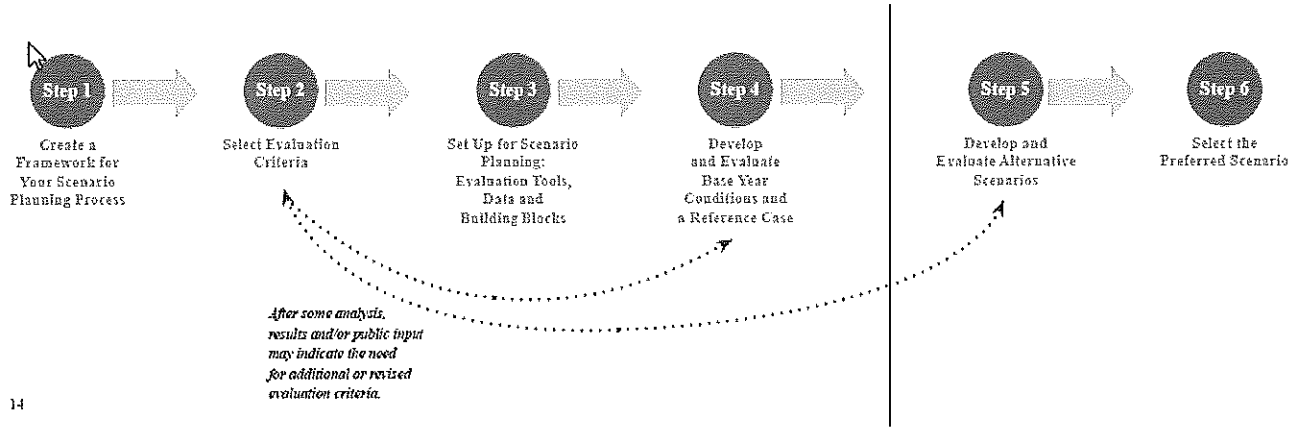
Introduction and Overview

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[1] 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

[1] 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.

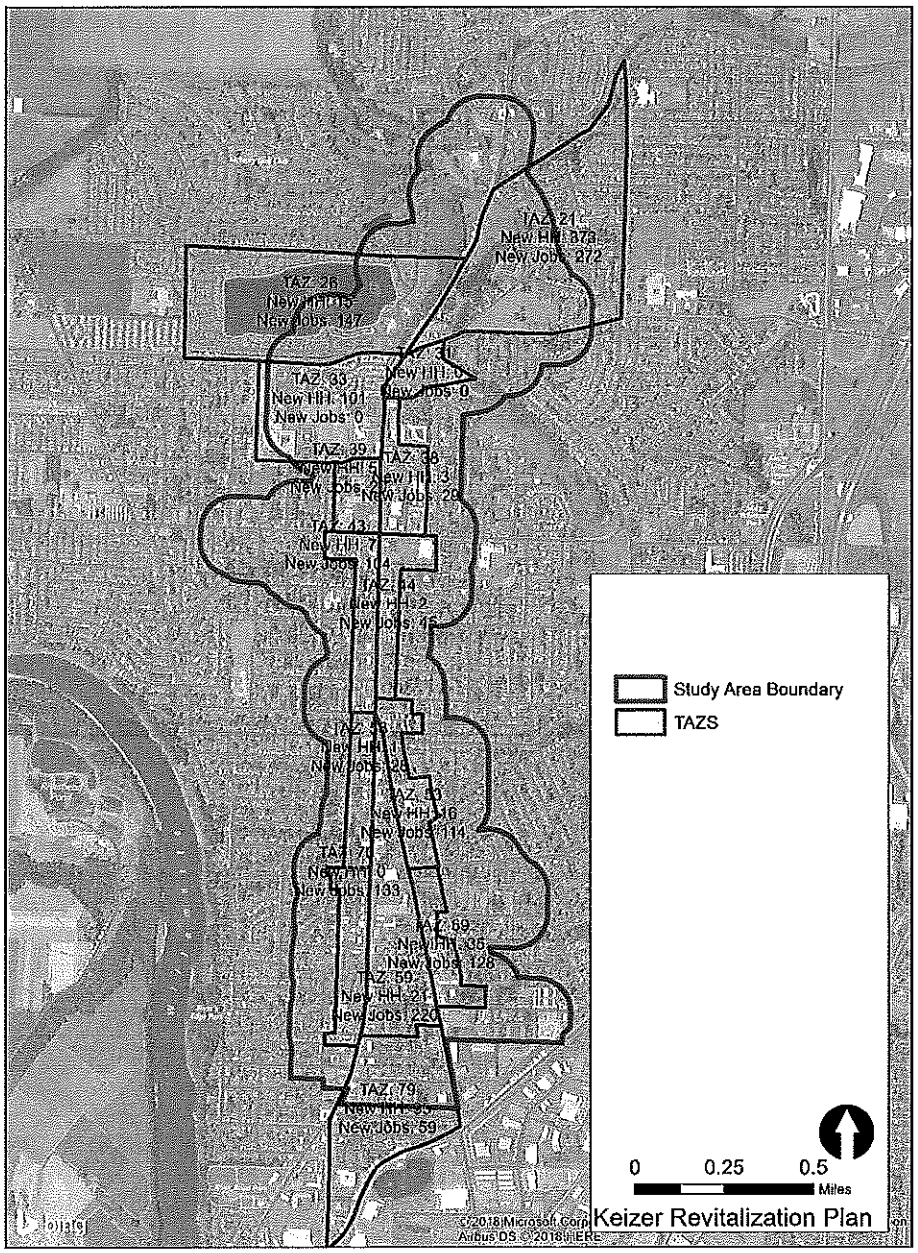
Table 2 – Development Types

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.

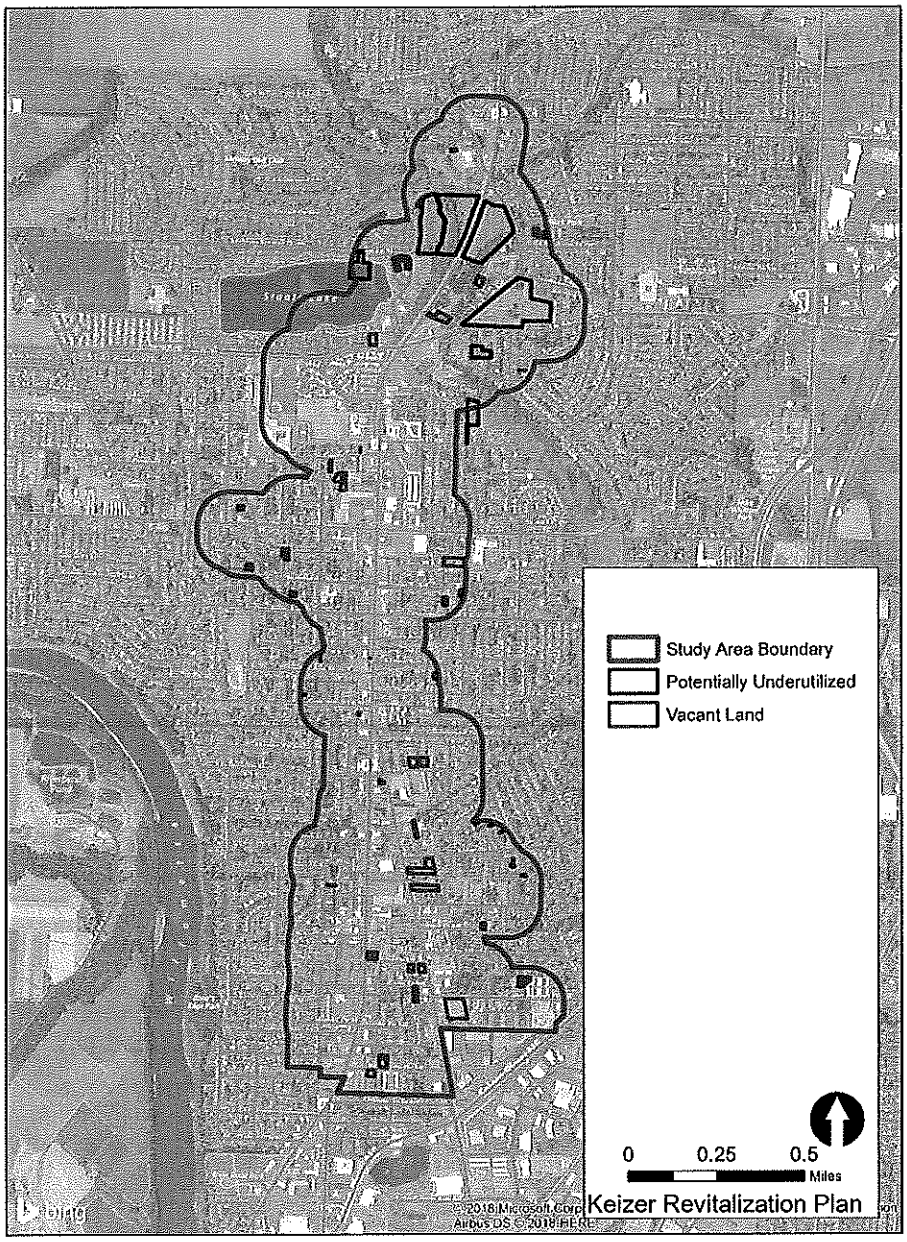
Figure 1 – Traffic Analysis Zones



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.

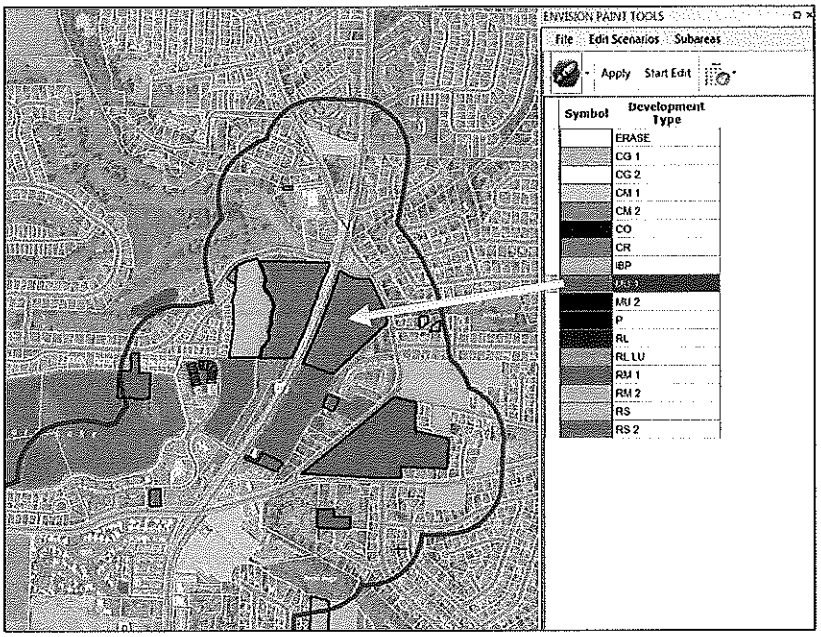
Note: We recognize that one of the parcels identified as "potentially underutilized" in Figure 2 and subsequent maps (the large parcel adjacent to the McNary Estates condos) is a mitigated wetland area and should be removed from the analysis. This will be updated in the final draft of this memo. Although 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.

Figure 3 – Scenario Painting



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.

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

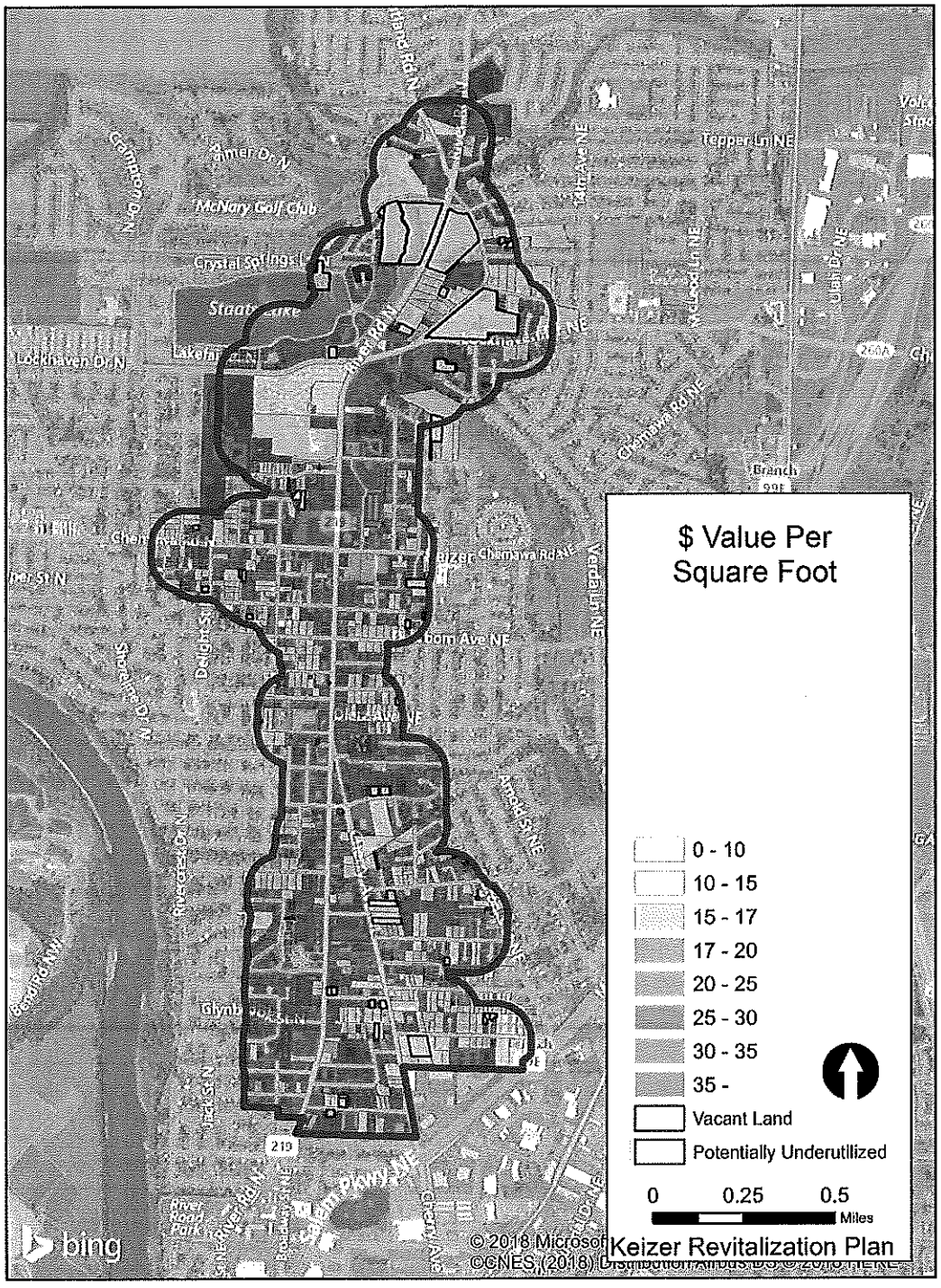


Figure 4 shows the combined value of buildings and land on a per-square-foot basis. Yellow colored properties may be more easily redeveloped whereas dark blue properties are of very high value and development is unlikely.

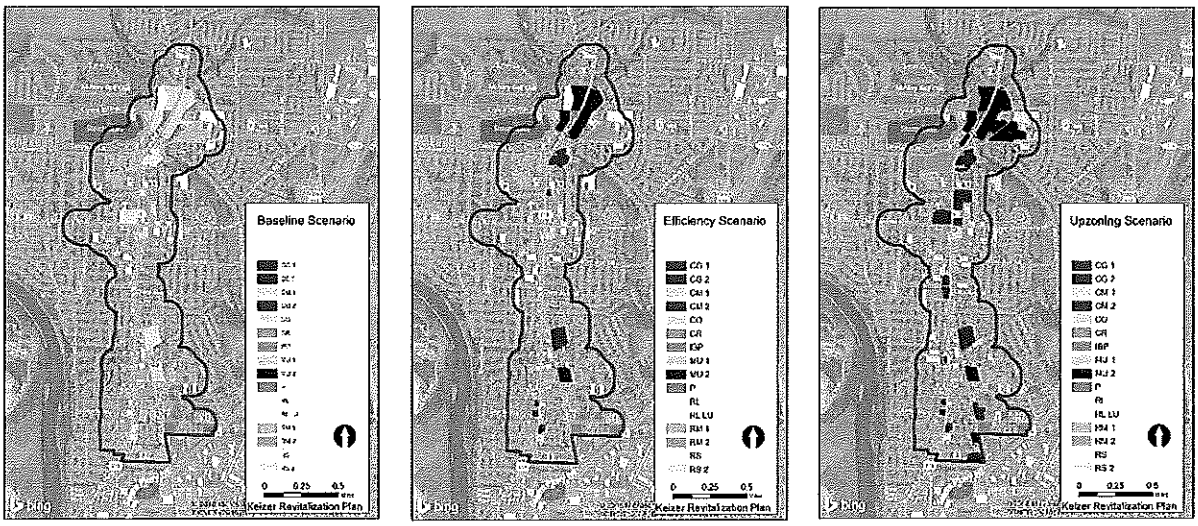
1.2 The Scenarios

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

- **Scenario 1 / Baseline Scenario** – represents build-out of vacant land and potential redevelopment based on *current regulations* and market forces, and is tied to the TSP's growth prediction.
- **Scenario 2** – implements some "efficiency measures". It assumes roughly the same amount of land developed as the Baseline, but zoning rules are relaxed or modified in some areas to allow either more intense development or a greater range of housing options.
- **Scenario 3** – considers some "upzoning" in strategic locations, in addition to efficiency measures applied in Scenario 2, in order to increase the amount of development that could occur.

These scenarios are illustrated in Figure 5 and described below.

Figure 5 – Scenario Maps



Scenario 1 Scenario 2 Scenario 3

Scenario 1 – The Baseline

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.

Similarly, single-story commercial buildings are also the most likely to be developed. These types of uses are relatively low-intensity, occupying perhaps one-third of a property with buildings and devoting the rest as parking. Some two-story offices are also likely; however, they too will include large amounts of vehicle parking.

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 2031Baseline 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.

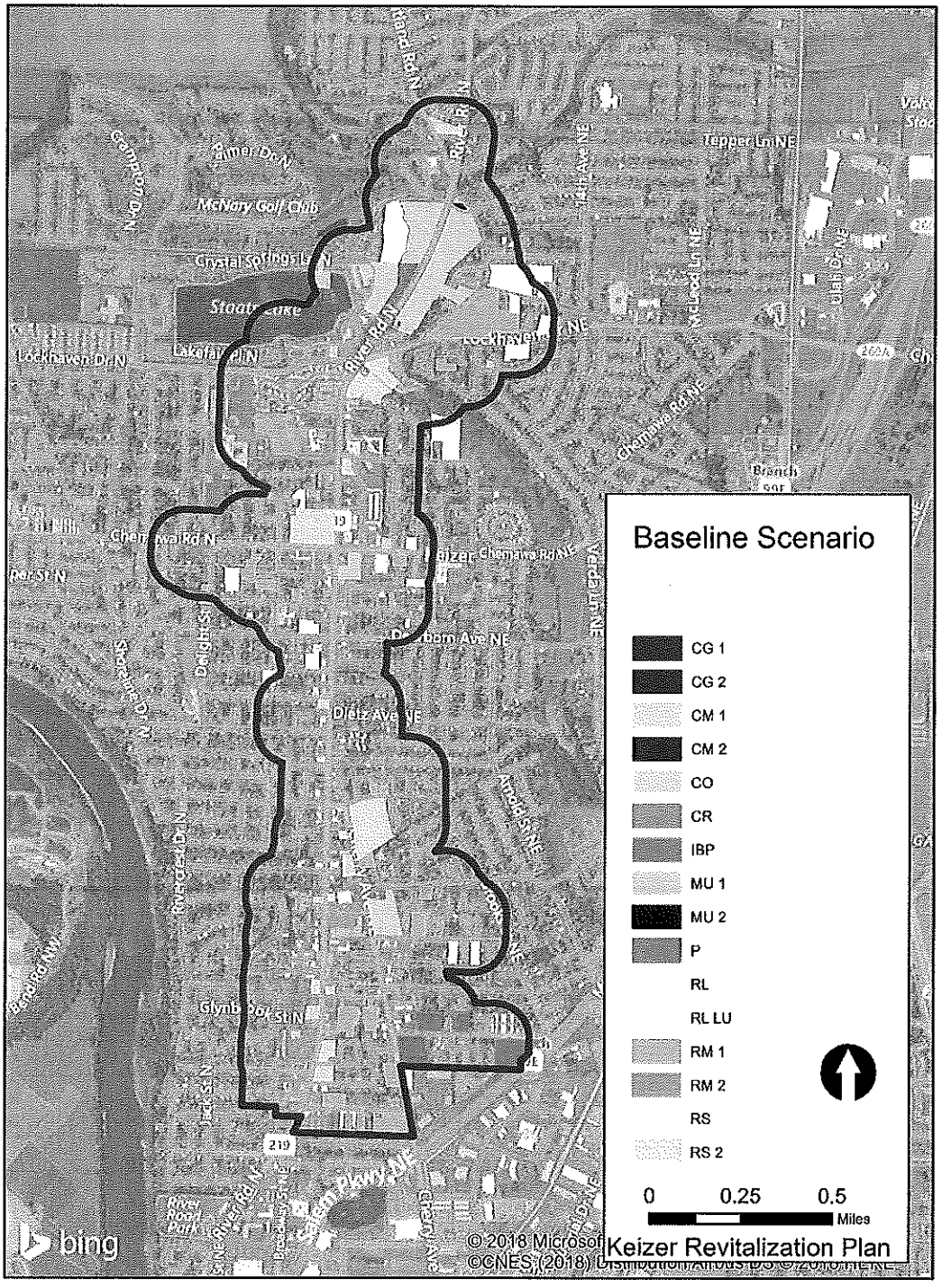
Impacts to Infrastructure

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

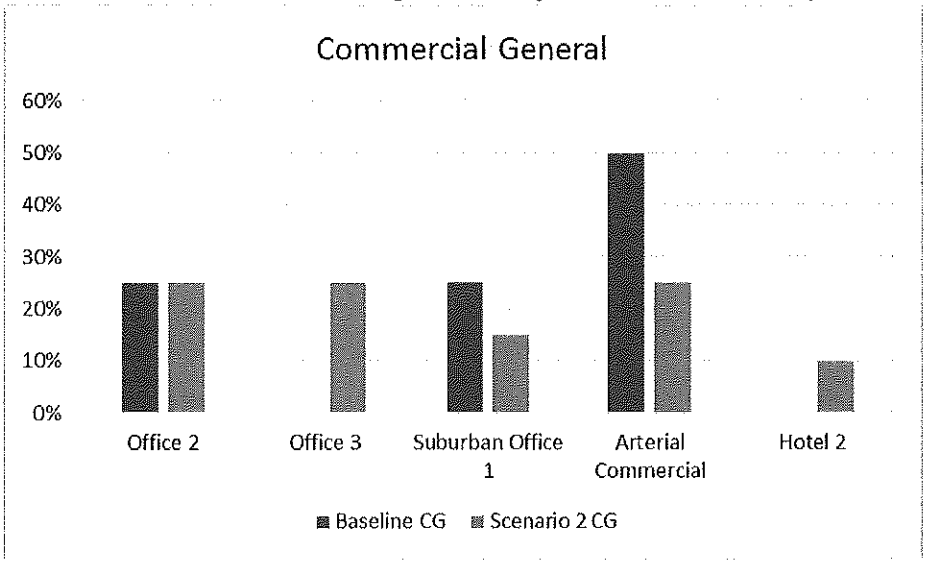
As cities update their comprehensive plans, or when considering expansion of an Urban Growth Boundary, they first examine existing regulations to see if there is more room for growth that could be realized. Planners often refer to modifications of existing regulations to allow for more growth in the 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)

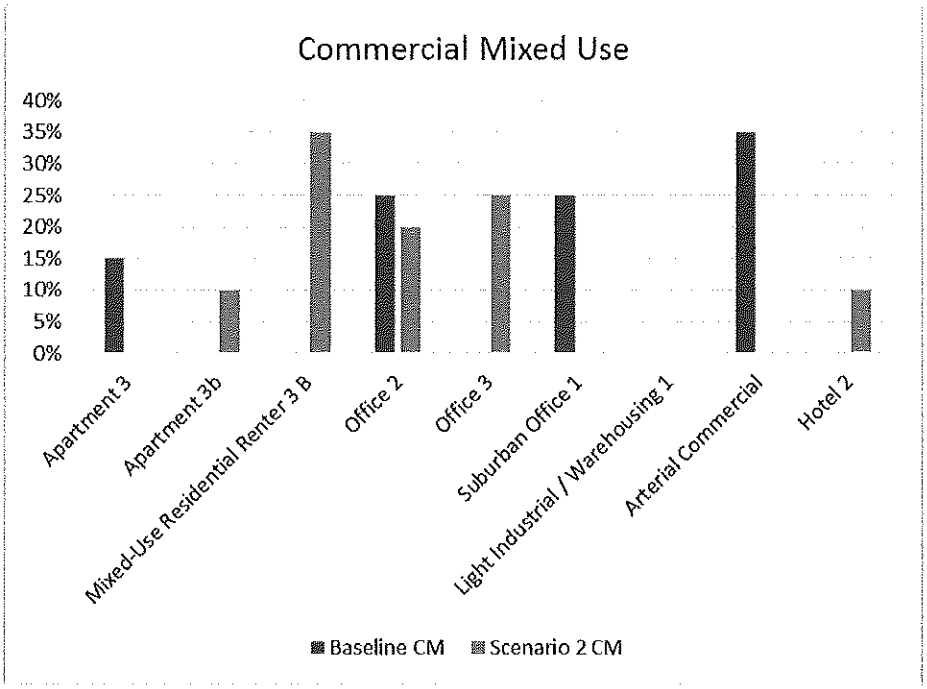
  This zone typifies arterial development in many cities. It provides a location for larger scale shopping and commercial activity separated from residential areas to limit conflicts between those uses. It is also located for convenient auto access.

  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.



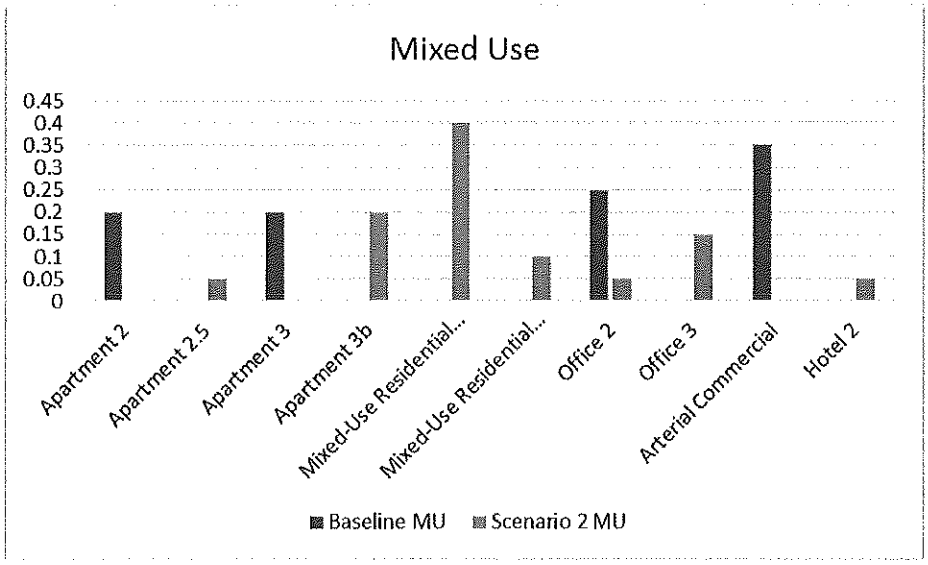
- Commercial Mixed Use (CM)

  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.



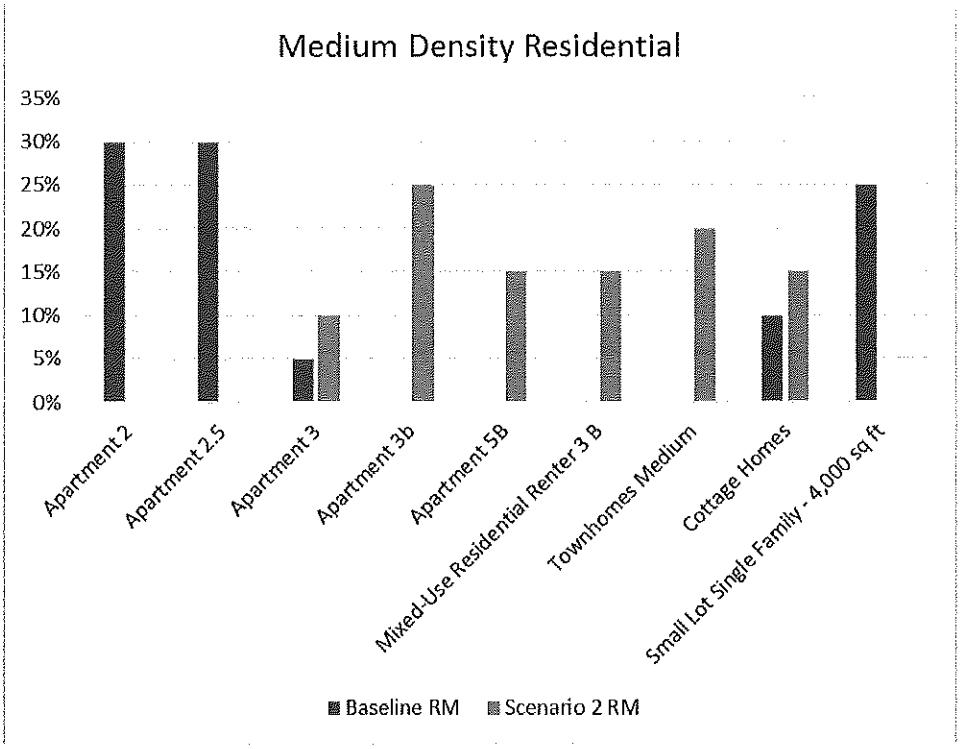
- Mixed Use (MU)

  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.

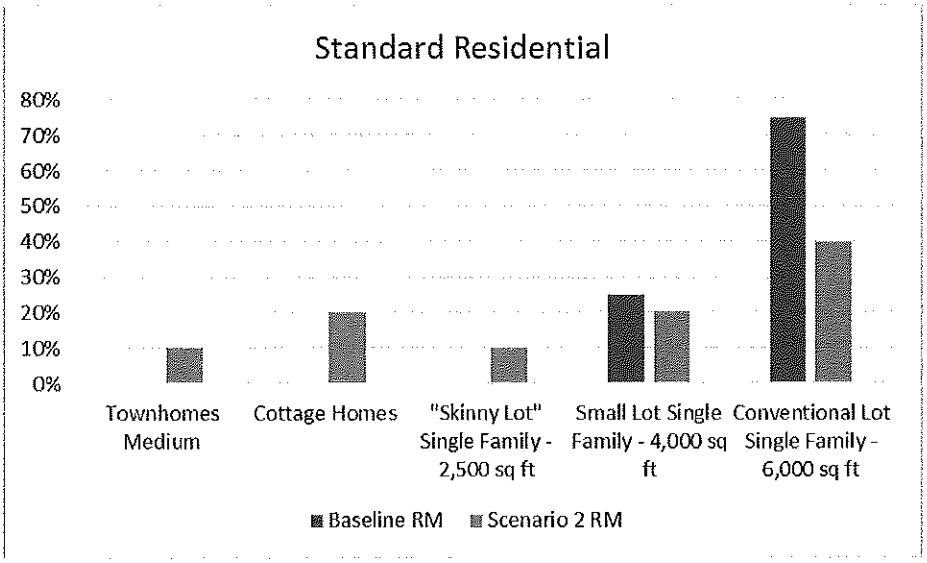


Table 4 below describes the relative densities of each development type. Notice how the "B" series types have increased densities, and often mix. The Mixed Use Score is also an indicator of likely reduction in vehicle trips relative to the overall amount of development when compared to similar levels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

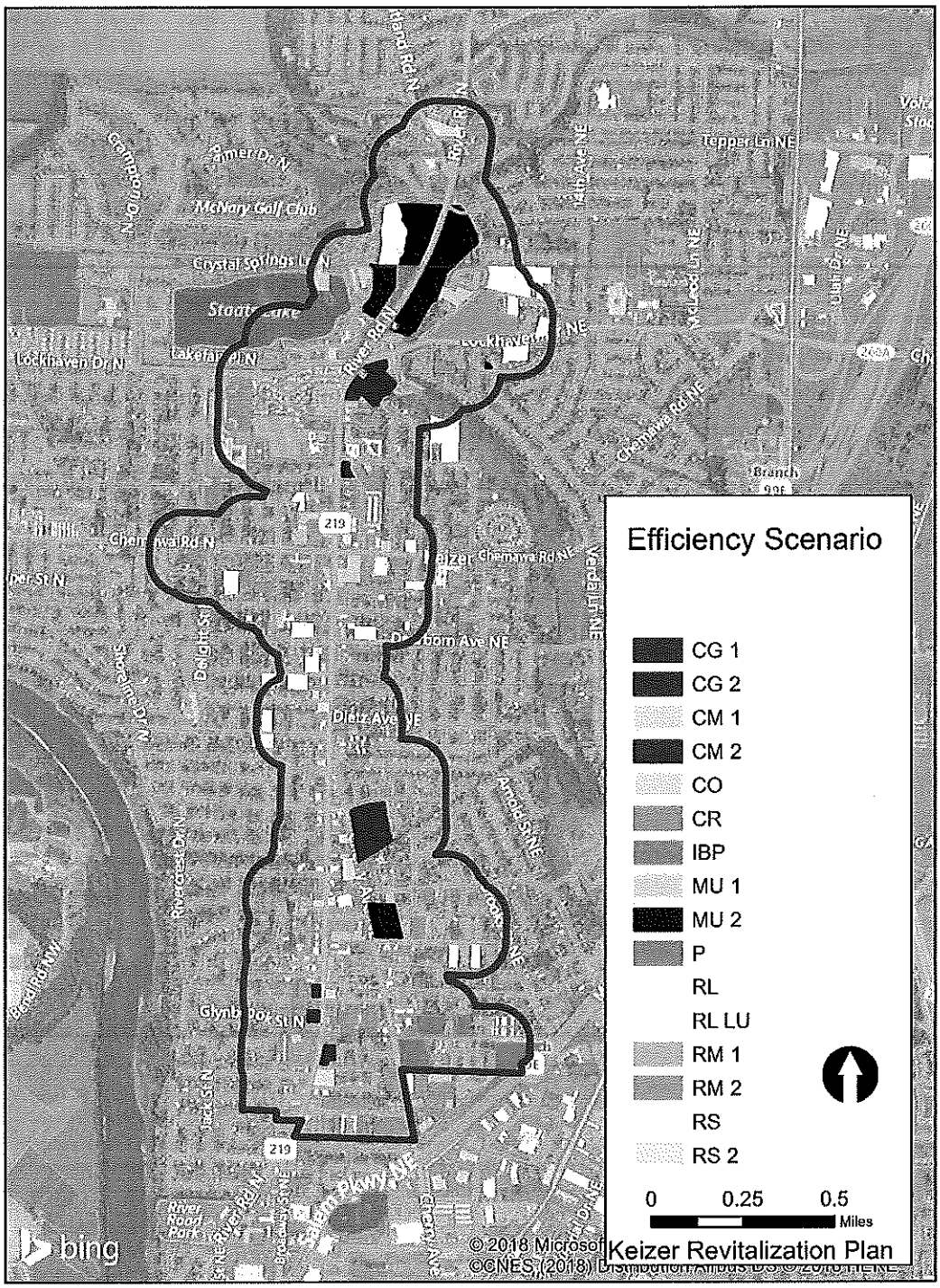
Table 4 – Development Type Densities

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.

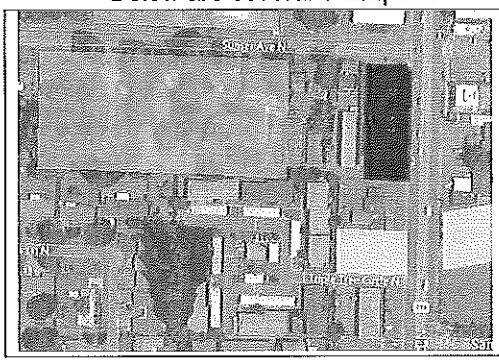
Keizer's water system enjoys ample capacity as does the sewer system owned by the City of Salem. No needed infrastructure increases for sewer, water or stormwater have been identified other than on-site needs such as utility hook-ups, stormwater treatment and repairs to aging systems. Public safety provision, 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.

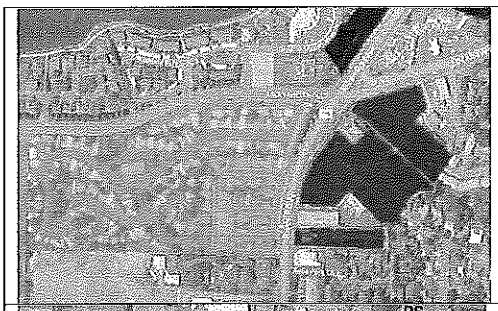
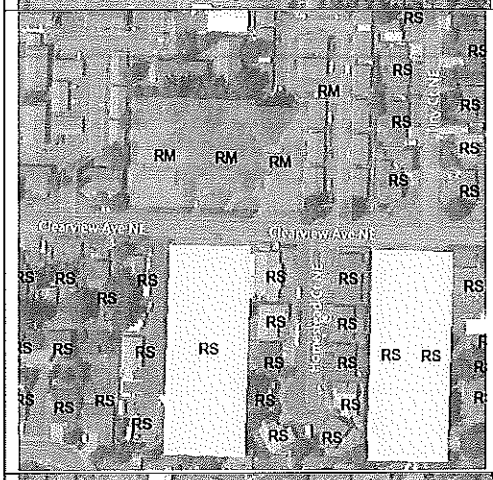
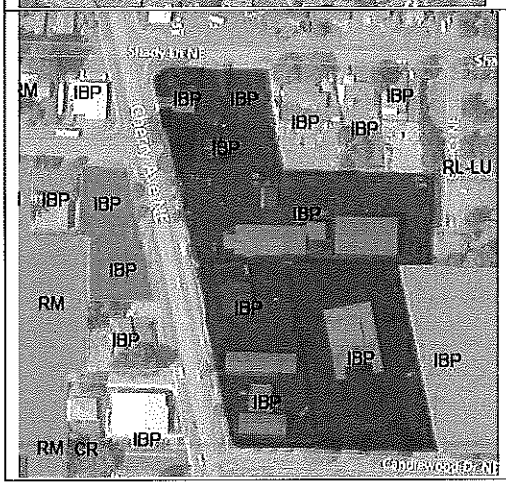
Scenario 3 – Upzoning

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:

	The area in yellow is developed but could have room for additional housing by combing lots and utilizing the large rear yards.

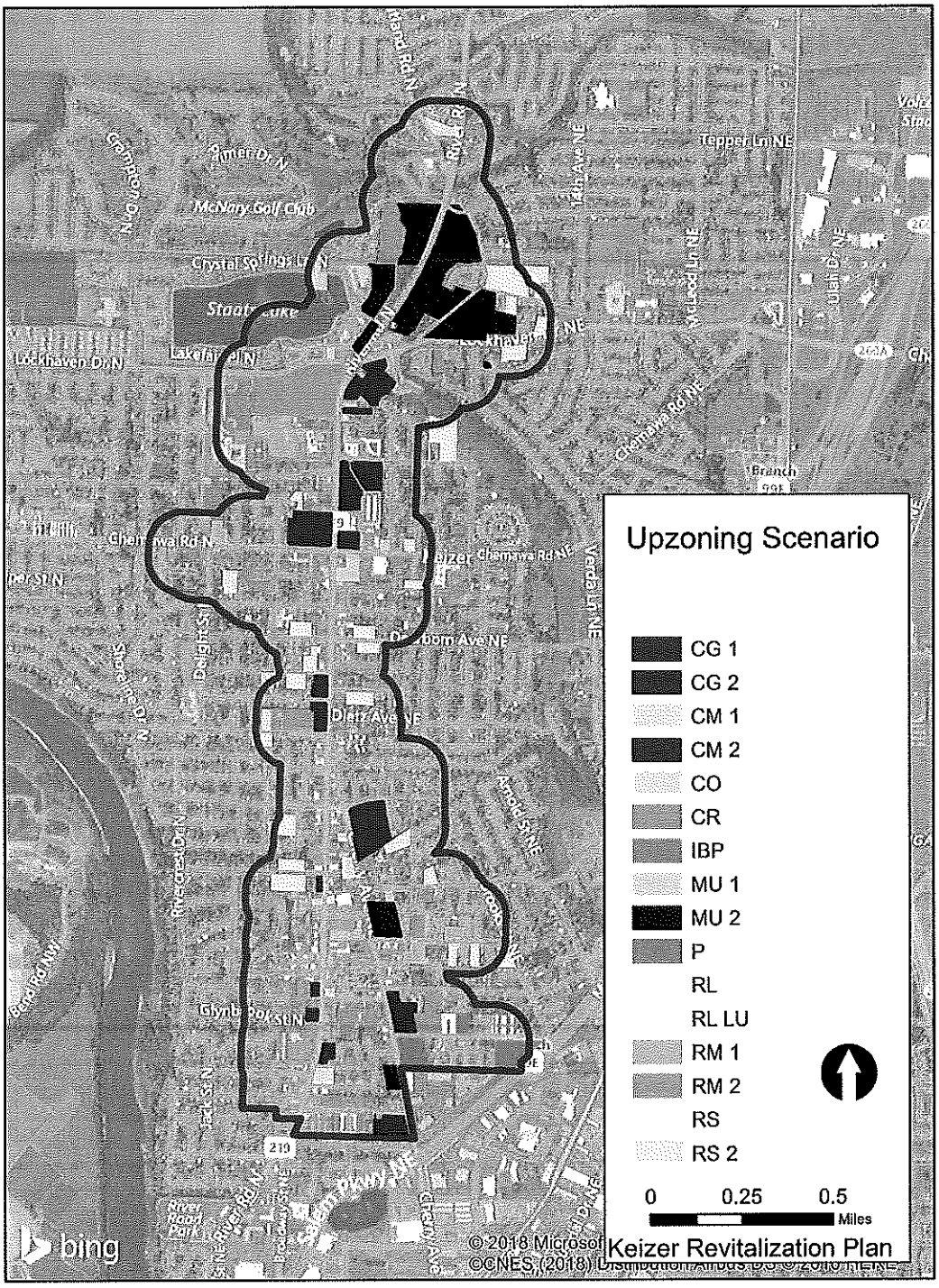
	This large manufactured home property at Lockhaven Dr and River Rd provides much needed housing. At some time in the future however, it could possibly redevelop into a substantial, denser mixed-use neighborhood.
	In some instances, there are single-family homes on lots zoned for multifamily. These could possibly be combined and replaced with a single larger building, cottages or several townhomes
	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.

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.

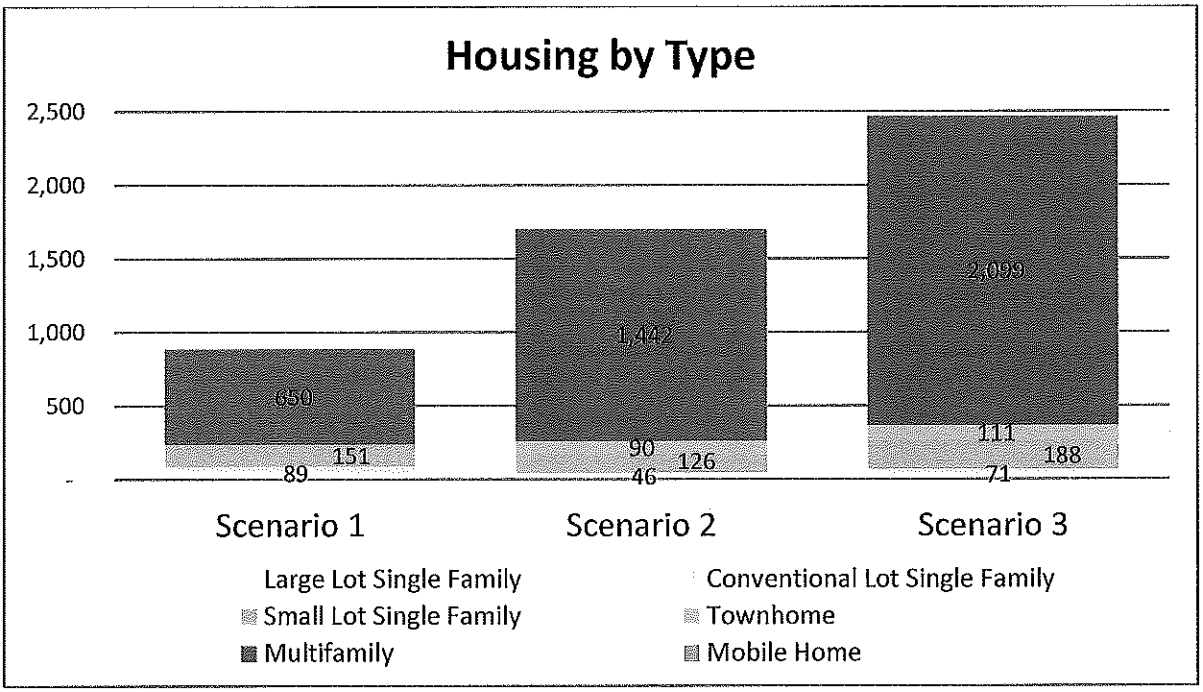
1.3 Comparison of Scenarios

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.

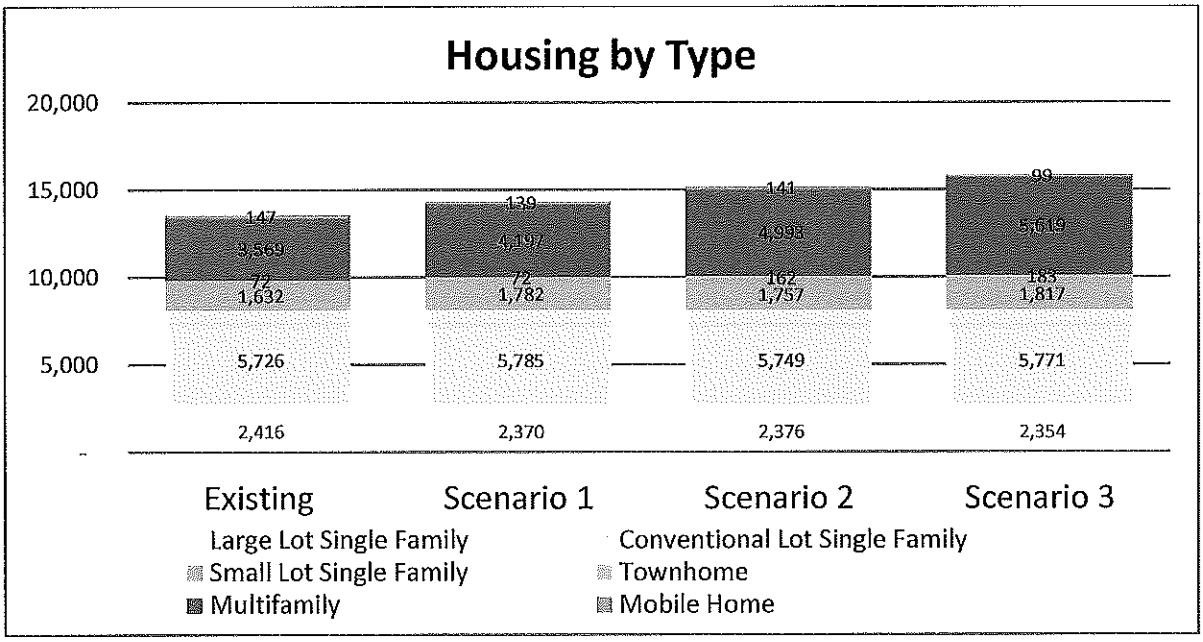
Residential Building Mix
(new units)

	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%
Total Housing Units	889		1,705		2,469	

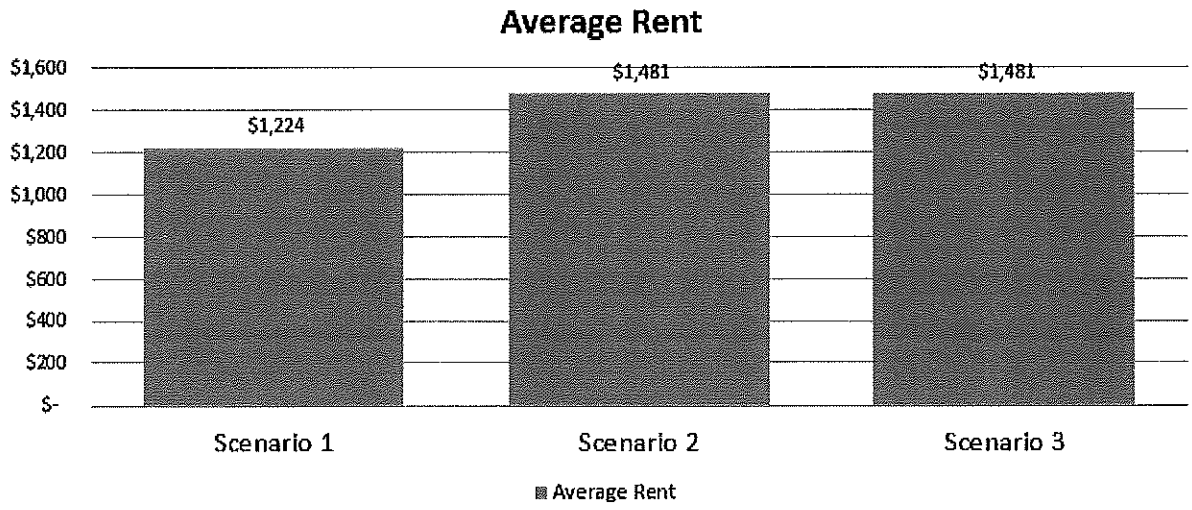
Total housing grew with each scenario. With the majority of the potentially developable land zoned for higher densities, the largest increases are in the multifamily housing.



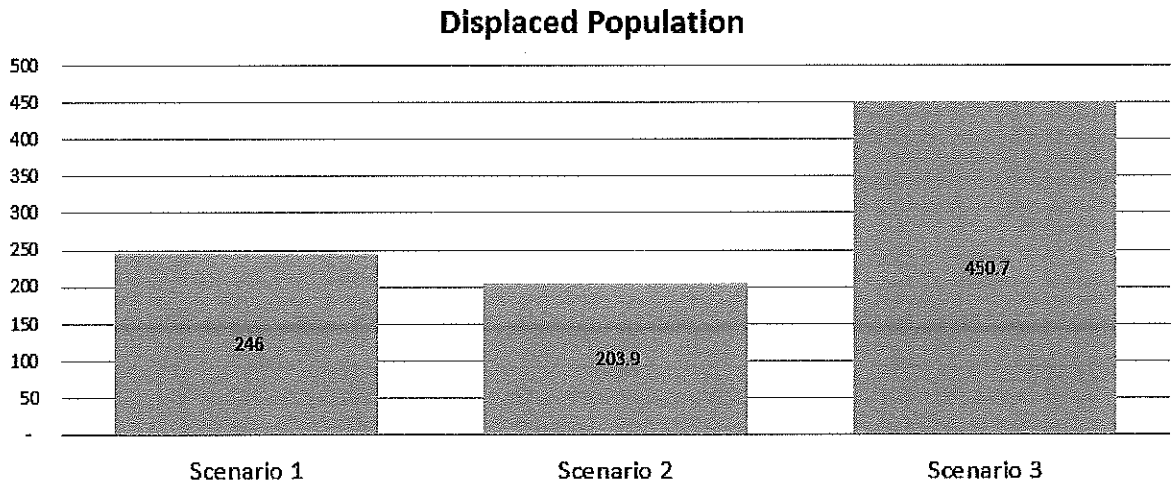
The chart above shows new housing by type. This rate of change may appear out of character to many when they think of Keizer. It is a common situation in Oregon as single-family land within UGBs is consumed. This may be a concern for Keizer residents—does this type of housing match the needs and desires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

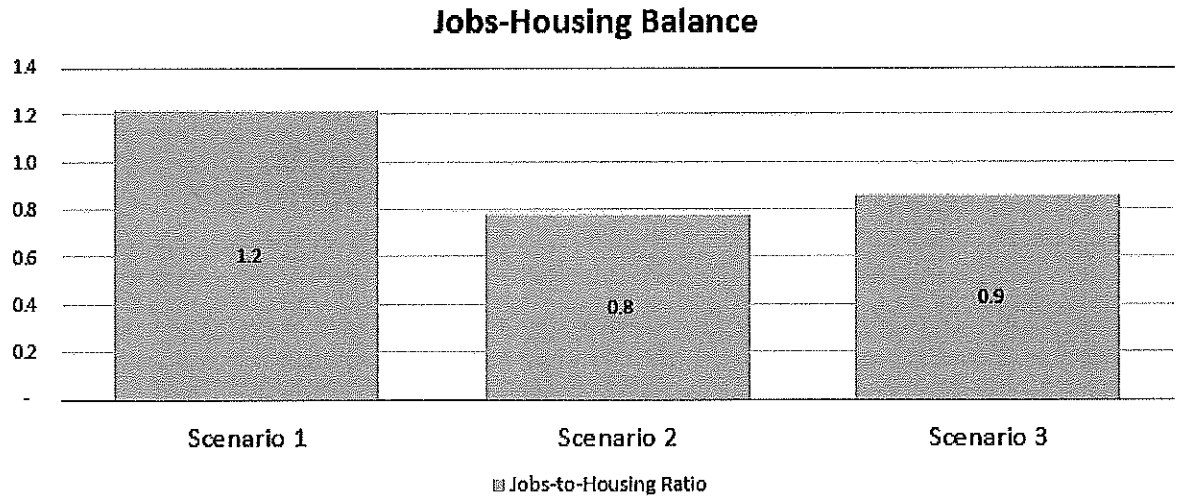


The scenarios all rely on some redevelopment. Doing so will undoubtedly mean that some residents will need to move as new development occurs. For the landowners that choose to redevelop their property, or add an additional unit to their lot, the choice is theirs. It is important to note that these people 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.

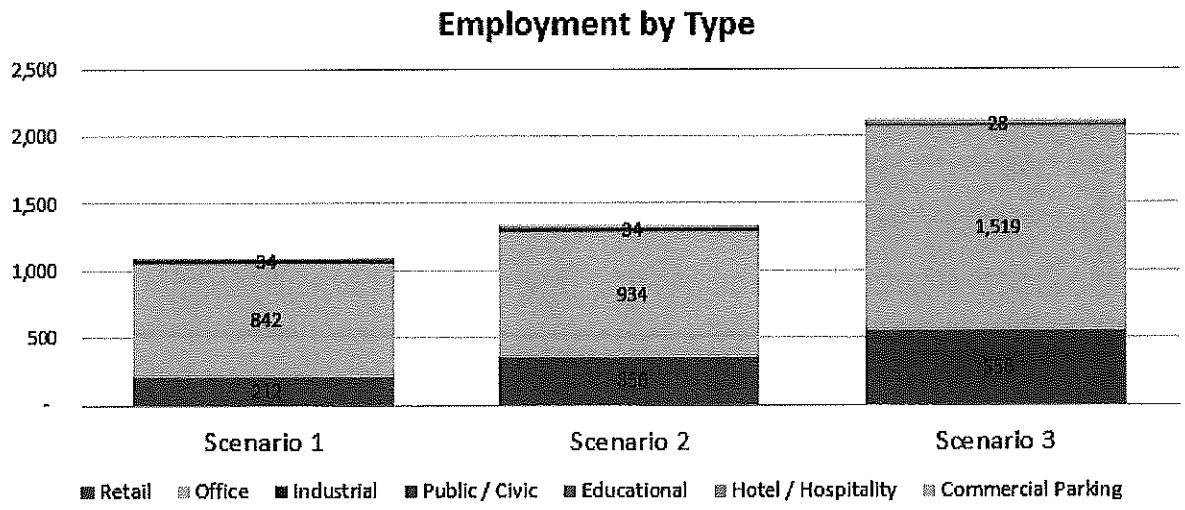
Employment Mix
(new jobs)

	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%
Total Jobs	1,088		1,336		2,125	

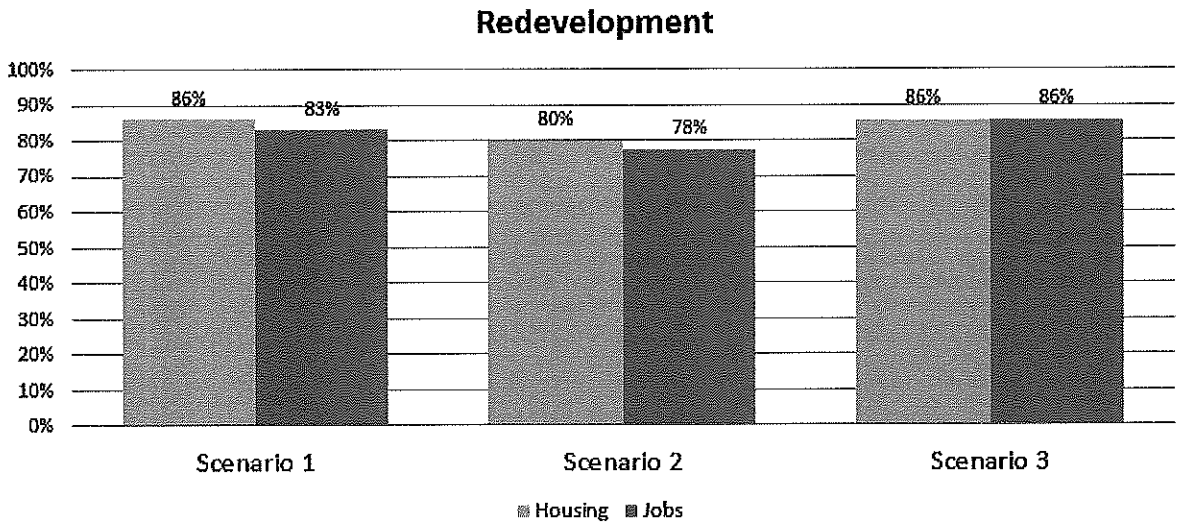
Job growth occurs at a slower rate than population growth. This is largely a result of the predominance of multifamily and mixed use zoning being utilized in the scenarios.



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 Scenario1) 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.[2] 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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[2] 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.

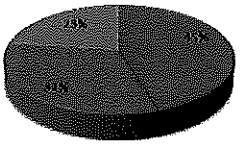
3.1 Market Conditions

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.

Physical Stats	
Housing / Hotel Room Density (Per Acre)	18.5
Job Density (Per Acre)	-
FAR ◊	0.37

- Building Footprint
- Landscaping or Open Space
- Parking Area Next to Building
- Net-to-Gross Reduction Area

Site Layout



Financial Stats		
Rental (Residential and Commercial)	Target Return	Actual Return
IRR on Project Cost (Unleveraged Return)	12.0%	5.2%
Owner Residential	Target Return	Actual Return
Project Rate of Return	25.0%	N/A

Basic Financial Inputs					
Land / Site Cost	$ / sf	Total			
Land and Improvement Cost per Square Foot ◊	$18.00	$ 360,000			
Residential Rent (Rental) ◊	$ / sf	Unit Size	Parking Cost / Mo ◊	Rent	
Monthly Rent per Square Foot	$1.20	750	$0	$900	

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
A Thriving, Diverse Corridor		
Variety of living-wage jobs	▪ Land and buildings for various industrial and office uses	▪ Limited designation of industrial / office zoning districts ▪ Limited permitted industrial / office uses
Range of goods & services	▪ Land and buildings for various commercial uses ▪ Nearby residences to support commercial businesses	▪ Limited permitted commercial land uses ▪ Lack of proximity of commercial and residential land uses
Variety of housing	▪ Variety of housing types: single-family, duplex, triplex, townhomes, multifamily, ADUs	▪ Insufficient residential zoning capacity ▪ Limited permitted housing types within zones ▪ Insufficient density standards ▪ Site standards that limit density (landscaping, lot coverage, parking, setbacks)
Creation of centers	▪ Pedestrian-oriented design elements ▪ Connected to transit stop ▪ Mixed land uses within walking/biking distance of housing ▪ Public spaces ▪ A mix of housing types and densities (with overall net density target, e.g., min. 12 units per acre)	▪ Site and building design standards that are not pedestrian-oriented ▪ No requirement for active ground floor uses ▪ No requirement or allowance for public space ▪ Limited mixed-use zoning ▪ Lack of proximity of commercial and residential zones ▪ Low minimum and maximum density standards ▪ High minimum parking

Objectives	Land Use Strategies	Potential Impediments
		requirements
Gathering places	▪ Family recreation uses ▪ Plazas and pocket parks ▪ Outdoor dining	▪ Zoning that does not permit family recreation uses ▪ Zoning that does not allow or encourage plazas, pocket parks, or outdoor dining
Thoughtful Growth & Redevelopment		
Consistency with small-town character	▪ Limited-scale buildings ▪ Limited-scale commercial uses ▪ Building design that reflects historic main street patterns	▪ Building standards that allow for very tall buildings ▪ No limits on commercial floor area ▪ Building and site design standards that are not pedestrian-oriented
Efficient use of infrastructure	▪ Compact development	▪ High minimum lot area requirements ▪ Low minimum and maximum density standards ▪ Development standards that limit density (landscaping, lot coverage, parking, setbacks)
Proximity & mix of uses in centers	▪ Mixed-use sites or mix of uses within close proximity	▪ Limited mixed-use zoning ▪ Lack of proximity of commercial and residential zones
Attractive, distinctive identity for the area	▪ Design regulations	▪ Lack of site and building design standards that require unique design elements
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. / Well-maintained streets and bicycle and pedestrian facilities.	▪ Standards for on-site pedestrian, bicycle, and vehicle circulation ▪ Standards for pedestrian and bicycle connections to adjacent sites and to the sidewalk/street ▪ Provisions for cross-access easements and shared driveways ▪ Requirements for frontage improvements, including dedicating needed right-of-way and upgrading sidewalks	▪ Limited provisions for on-site circulation, pedestrian/bicycle connections from the site, and shared vehicle access points. ▪ Easily deferred or waived frontage improvement requirements.
Transit access focused at development centers in the corridor.	▪ Orientation of building to transit stop ▪ Connection between building and transit stop ▪ Requirements for coordinating with transit agency regarding provision of transit stop amenities	▪ Limited or no requirements regarding orientation to or connections with transit stop ▪ No requirements regarding provision of transit stop amenities

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

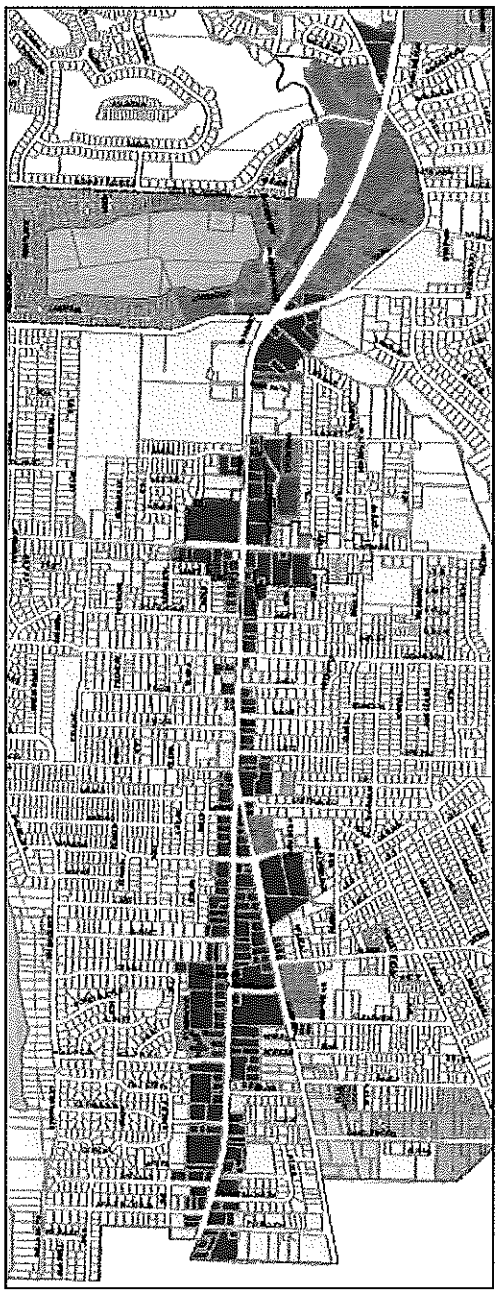
some areas, RM zoning provides a transition between commercial and single-family zones, but in other areas, single-family zones are directly adjacent to commercial zones.

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
Total	**2,148**

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)	▪ Detached single family Special Permitted Uses: ▪ Duplex on a corner lot ▪ Shared housing facilities ▪ Zero side yard dwellings Conditional Uses: ▪ Cottage cluster development (with or without creation of new lots)
Medium Density Residential (RM)	▪ Detached single family ▪ Multifamily buildings Special Permitted Uses: ▪ Shared housing facilities ▪ Zero side yard dwellings ▪ Cottage cluster development (without creation of new lots) Conditional Uses: ▪ Cottage cluster development (with creation of new lots)
Mixed Use (MU)	▪ Residential uses alone ▪ Residential + one or more other permitted uses ▪ Retail ▪ Professional services Special Permitted Uses: ▪ Shared housing facilities ▪ Zero side yard dwellings ▪ Cottage cluster development (without creation of new lots) ▪ Mobile food vendor Conditional Uses: ▪ Craft industries ▪ Cottage cluster development (with creation of new lots)
Commercial Mixed Use (CM)	▪ Residential uses alone ▪ Residential + one or more other permitted uses ▪ Offices ▪ Retail ▪ Business, professional and social services Special Permitted Uses: ▪ Shared housing facilities ▪ Zero side yard dwellings

Zoning Designations	Permitted Uses (General)
Commercial Office (CO)	▪ Residential uses alone ▪ Various office uses ▪ Some office-supportive commercial uses (such as beauty/barber shops and newsstands) Special Permitted Uses: ▪ Zero side yard dwellings ▪ Mixed-use buildings
Commercial Retail (CR)	▪ One dwelling unit in conjunction with commercial uses ▪ Various retail & commercial uses ▪ Various office uses ▪ Various professional services Special Permitted Uses: ▪ Gas station ▪ Mobile food vendor Conditional Uses: ▪ Certain automotive and repair uses ▪ Certain manufacturing uses
Commercial General (CG)	▪ One dwelling unit in conjunction with commercial uses ▪ Retail ▪ Professional services Special Permitted Uses: ▪ Gas station ▪ Mobile food vendor Conditional Uses: ▪ Craft industries

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,[3] 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, 3rd 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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[3] 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
Single Family Residential (RS)	Res.	4,000* - 5,000 *zero lot line	4	8	Front: 10' Side: 5' Rear: 14' to 20' **		30%	Max. 70%
Medium Density Residential (RM)	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'			
Mixed Use (MU)	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%	Max. 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.			
Commercial Office (CO)	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%	Max. Commercial: 90% MU: 85% Residential: 80% Min. for all: 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
Commercial Mixed Use (CM)	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%	Max. Commercial: 90% MU: 85% Residential: 80% Min. for all: 50%
	Non-Res. / Mixed Use	N/A			Front: 10' Side & Rear: 0 (match adjacent min. setback)			
Commercial Retail (CR)		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%
Commercial General (CG)		-	-	-	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
Single Family Residential (RS)	Primary façade must face front lot line			▪ Front façade and garage/ carport design standards for single family housing ▪ Off-sets and recesses design options for primary facade	35'
Medium Density Residential (RM)	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	▪ Front façade and garage/ carport design standards for single family housing ▪ Limits on building façade area and horizontal separation of multiple facades facing street or common building line with RS zone	Res: 35' Non-Res: 50'
Mixed Use (MU)		Min. 50% of ground floor wall area		▪ Front façade and garage/ carport design standards for single family housing ▪ Building material variation, off-sets, or wall area separation/ projections every 30'	50'
Commercial Mixed Use (CM)		Min. 50% of ground floor wall area		▪ Building material variation, off-sets, or wall area separation/ projections every 30'	50'
Commercial Office (CO)					50'
Commercial Retail (CR)		Min. 50% of ground floor wall area		▪ Building material variation, off-sets, or wall area separation/ projections every 30'	50'
Commercial General (CG)					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.[4] 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.

[4] 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.[5]

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

[5] 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 stepbacks) 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.[6]

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.

[6] 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

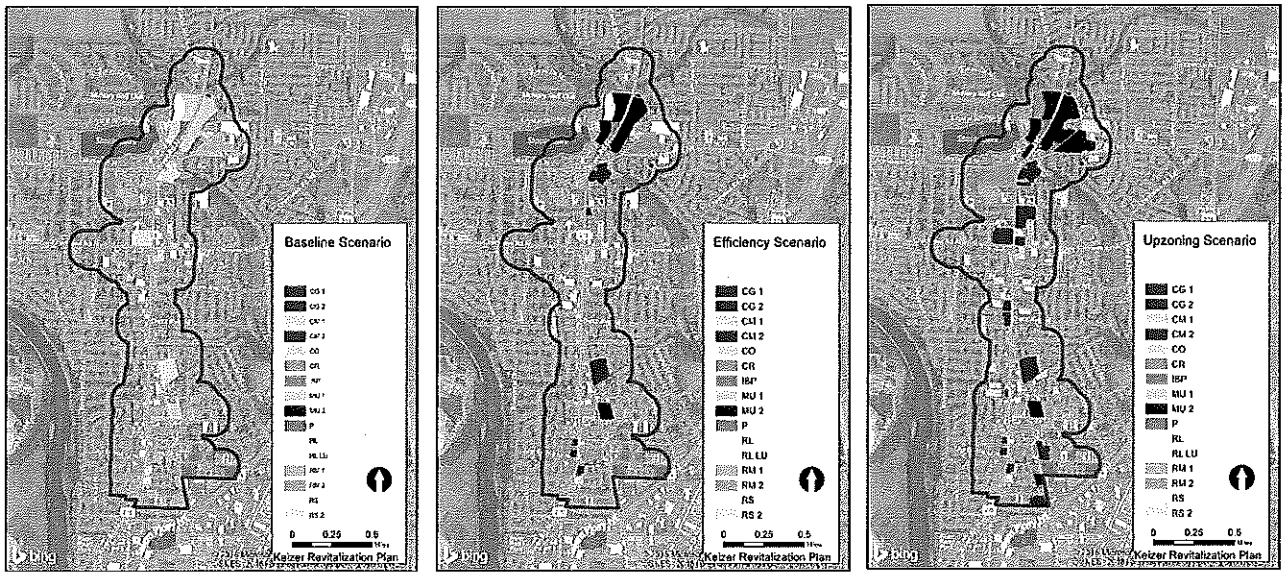
Following identification of specific programs, capital projects, catalytic projects and investments they must be assessed for expected level of effort, costs, and likely results then sorted by priority and feasibility. One approach we suggest is to develop a flexible plan that is proactive as needed, 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 Economics, and Kittelson & Associates
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. They 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 • Add maximum setback • Enhance architectural detailing requirements • Add building/entrance orientation standards • Require minimum frontage occupancy 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. Background for Comprehensive Plan, Development Code, and Zoning Map Amendments

LAND USE PLANNING
TRANSPORTATION PLANNING
PROJECT MANAGEMENT

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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Appendix A – Proposed Keizer Development Code Amendments: River-Cherry Overlay District

Appendix B – Other Proposed Keizer Development Code Amendments

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Appendix C – Proposed Zoning Map Amendments

Appendix D – Proposed Comprehensive Plan Amendments

1. INTRODUCTION

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:

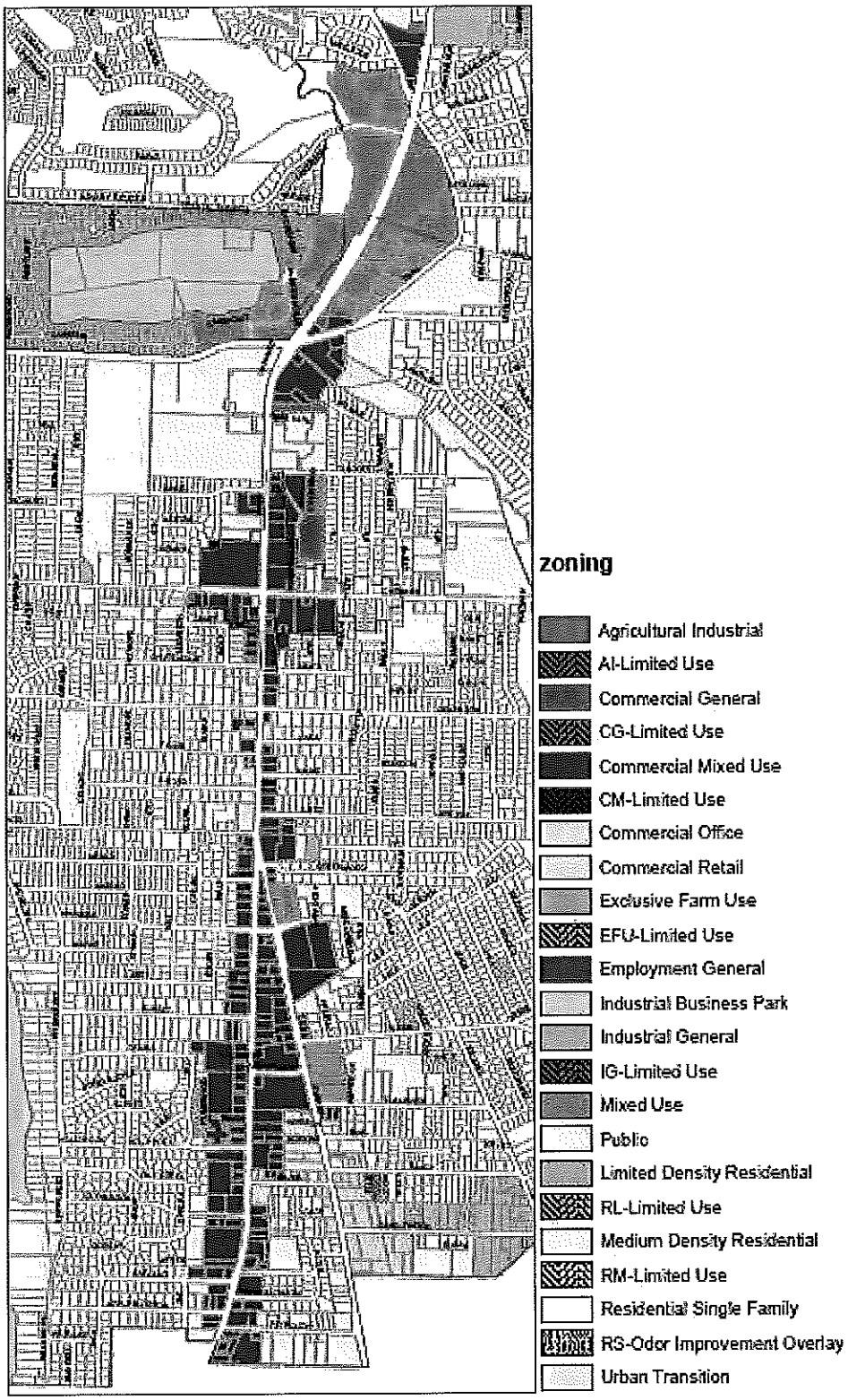
- Implementation Mechanism
- Corridor-Wide Code Amendments
- Code Amendments for Centers

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



2. IMPLEMENTATION MECHANISM

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.*

3. CORRIDOR-WIDE CODE AMENDMENTS

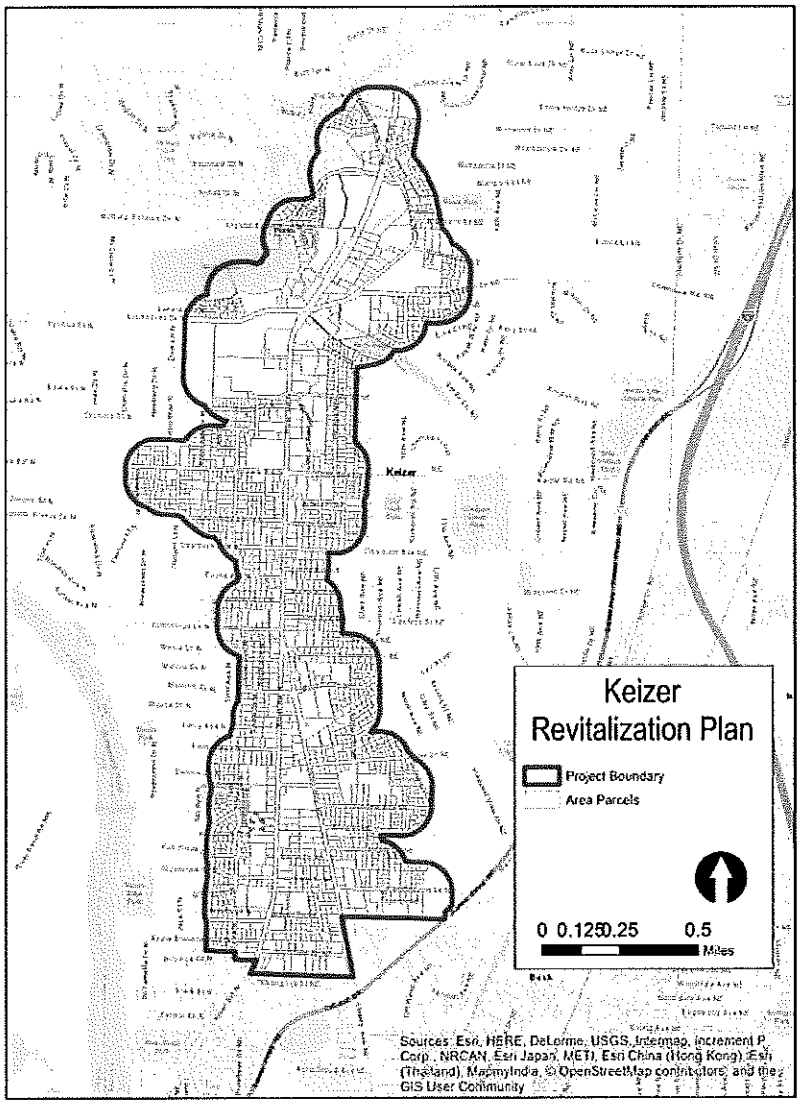
3.1 Geography

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 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.*

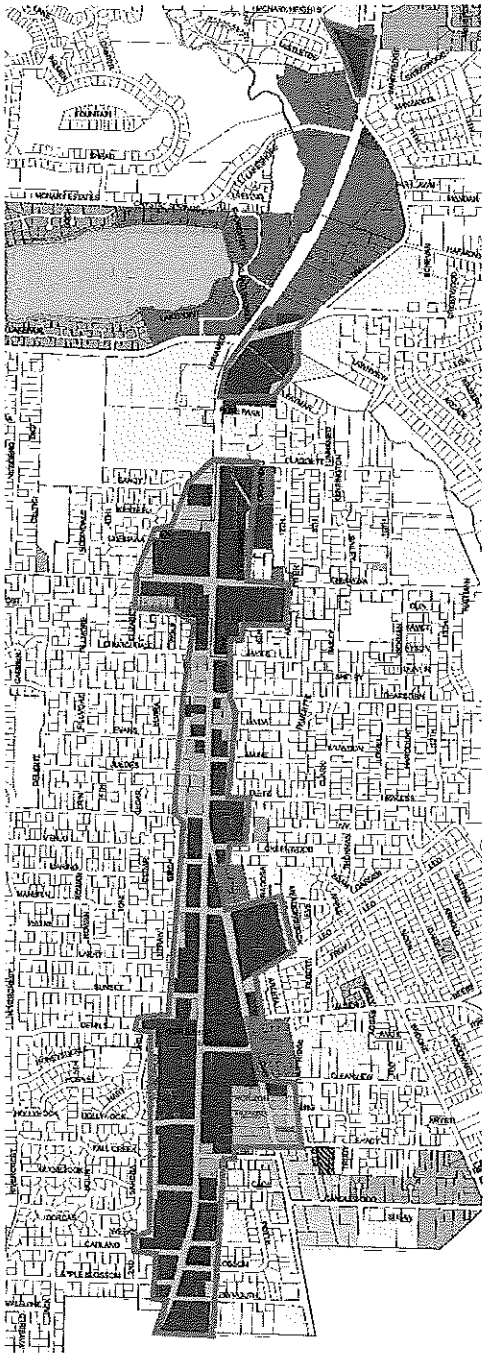
- *A map of the overlay zone is included in the draft of the overlay zone attached to the memorandum as Appendix A.*

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.

Figure 3. Proposed Rezoning to Mixed Use



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

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

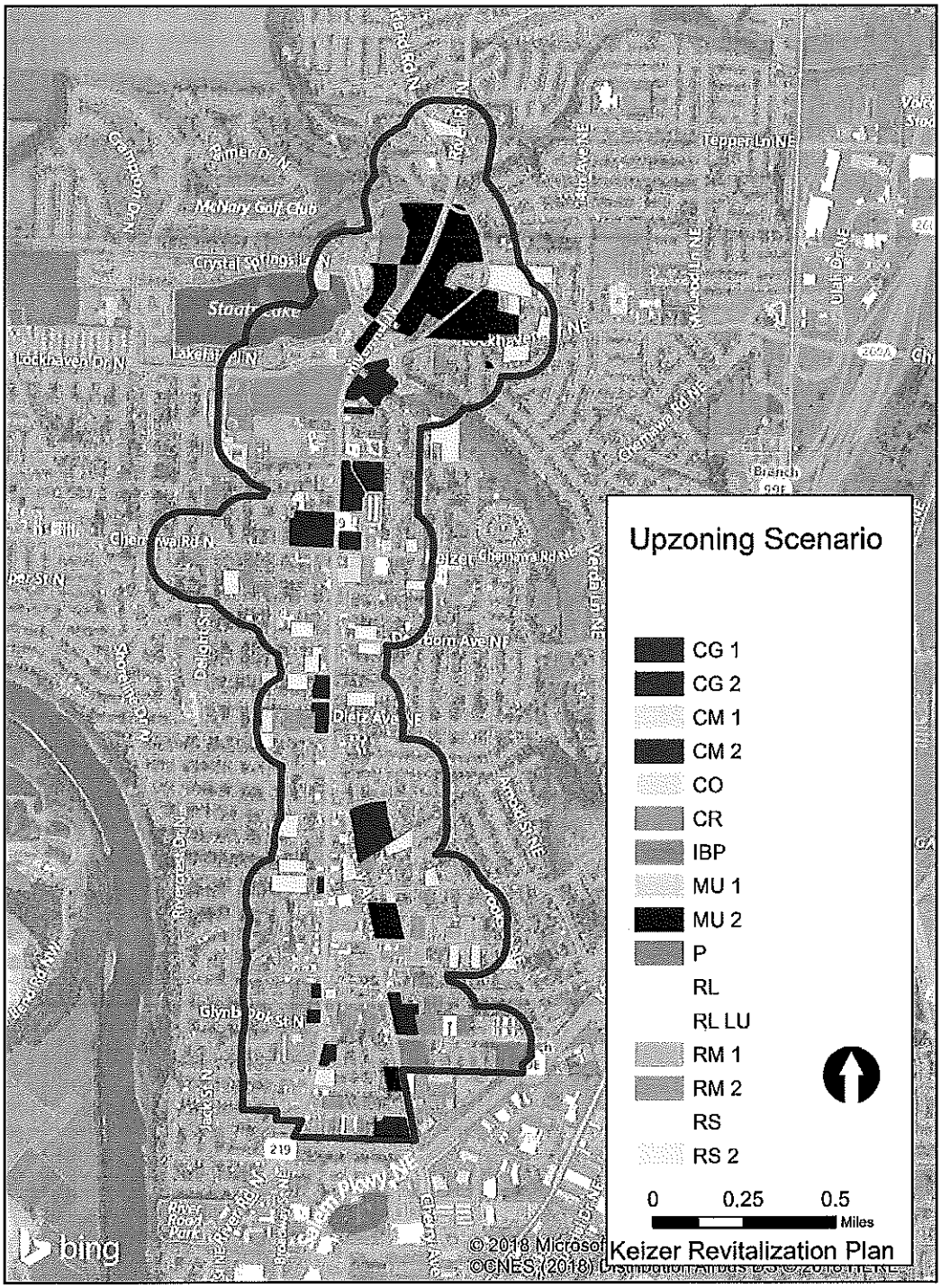
- **Size and development capacity.** Individual parcels or contiguous groups of parcels should be large enough to allow for development of a meaningful number of additional housing units or businesses.
- **Character of surrounding uses.** Impacts on adjacent or surrounding lower intensity uses should 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
Residential		
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).
Commercial		
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.
Industrial		
Light Manufacturing	C	Craft industries are Conditional Uses subject to the provisions in Section 2.421.
Institutional		
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).
Infrastructure/ Utilities		
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, 3rd 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	• Non-residential: 10' • Residential: 10' (Cherry Ave – 5' min., 10' max.)	0'

	Minimum Rear Yard Setback	
Zone	**Current Standards**	**Proposed Standards**

MU	• Non-residential:
	  o 0' adjacent to non-residential
	  o Adjacent to residential: match adjacent rear setback; could be up to 20'
	• Residential:
	  o 14' for 1-story building; 20' for 2-story building
		• Non-residential:
		  o 0' adjacent to non-residential
		  o 10' adjacent to residential
		• Residential: 10'

RM	• Non-residential: 20' • Residential: 14'-20' (1-story or 2-story)	10'
RS	• 14'-20' (1-story or 2-story building)	• Structure over 24' in height: [10'-15']

	Minimum Rear Yard Setback	
Zone	**Current Standards**	**Proposed Standards**
		• Structure 12-24 ft in height: 10' • Structure less than 12' in height: [5'-10']

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

Proposed Code Changes:

- Reduce minimum parking requirements for the following uses:
  - Recreation facility from 1 space/200 sf to 1 space/300 sf
  - General offices from 1 space/350 sf to 1 space/500 sf
  - Personal services from 1 space/350 sf to 1 space/400 sf
  - Retail from 1 space/300 sf to 1 space/400 sf
  - Eating/drinking establishment from 1 space/125 sf to 1 space/200 sf
  - Single-family and duplex: Reduce minimum off-street parking requirements from 2 spaces per dwelling unit to 1 space per unit.
  - Multi-family: Reduce minimum off-street parking requirements as outlined below:

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)

- Do not require changes of use from one permitted use to another permitted use to provide additional parking.

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.

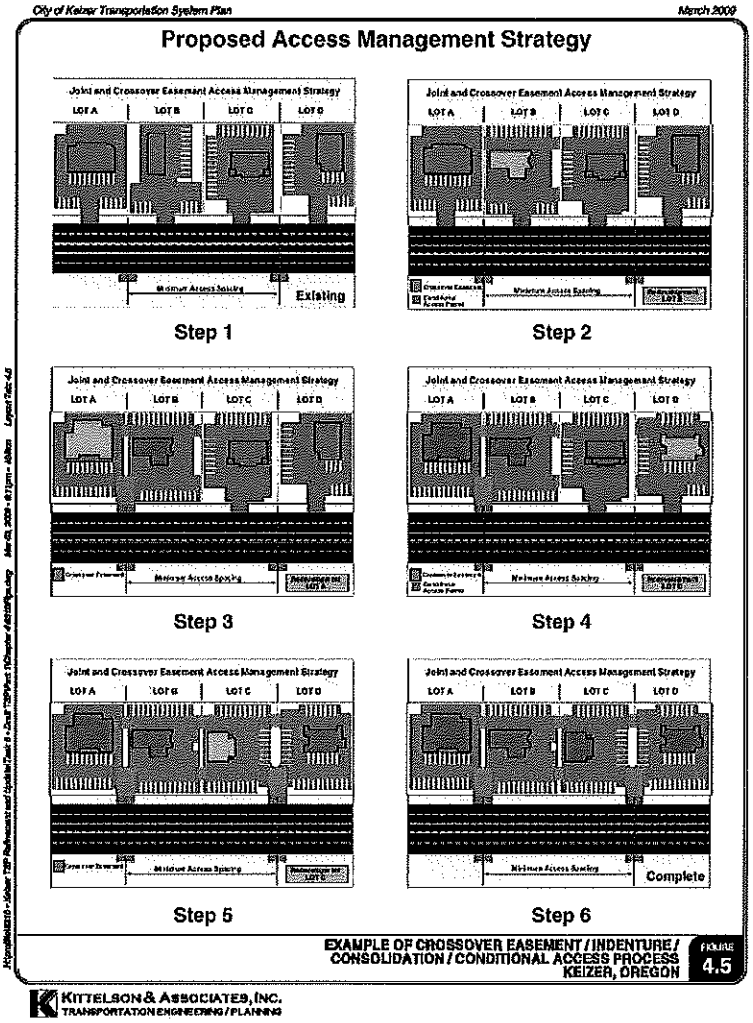
However, existing access provisions are written as options and not requirements. In order to more consistently regulate access, including allowing for the type of access consolidation shown in Figure 5 (from the City's TSP), the code language can be modified to specify when each "option" applies.

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.

Figure 5. Access Consolidation Process



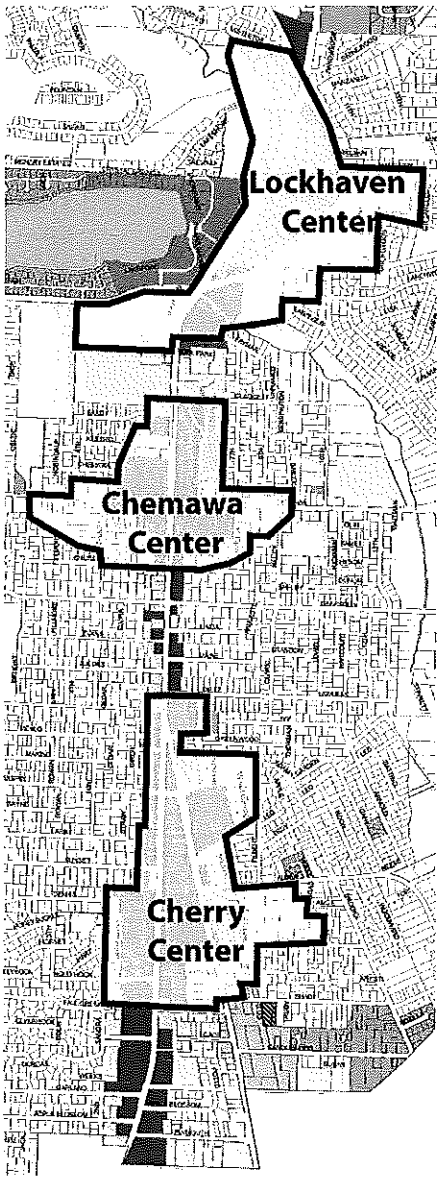
Update following CAC Meeting, Stakeholder Meetings, Open House, and Consultation with City:

- *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.

Figure 6. Proposed Centers



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.

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 changes are presented in Appendix D. They include removing references to the McNary Activity Center, adding references to the KRP and RCOD.*

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. Existing Use Restriction Area (blue outline)

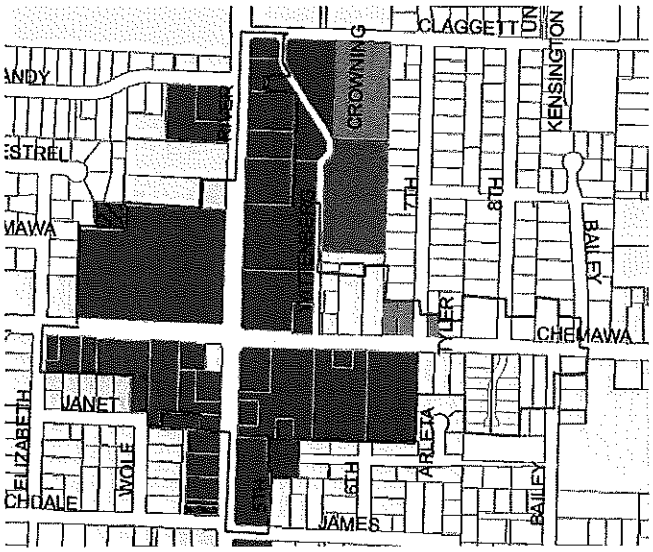


Figure 8). The recommendation would be to apply similar restrictions to properties fronting River Road or Lockhaven Road in the Lockhaven Center, and fronting River Road or Cherry Avenue in the River/Cherry Center. As with the existing

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.

	Min. Landscaping / Max. Lot Coverage	
Zone	**Current Standards**	**Recommended Standards[1]**
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

[1] 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

2.130 RIVER-CHERRY OVERLAY DISTRICT (RCOD)

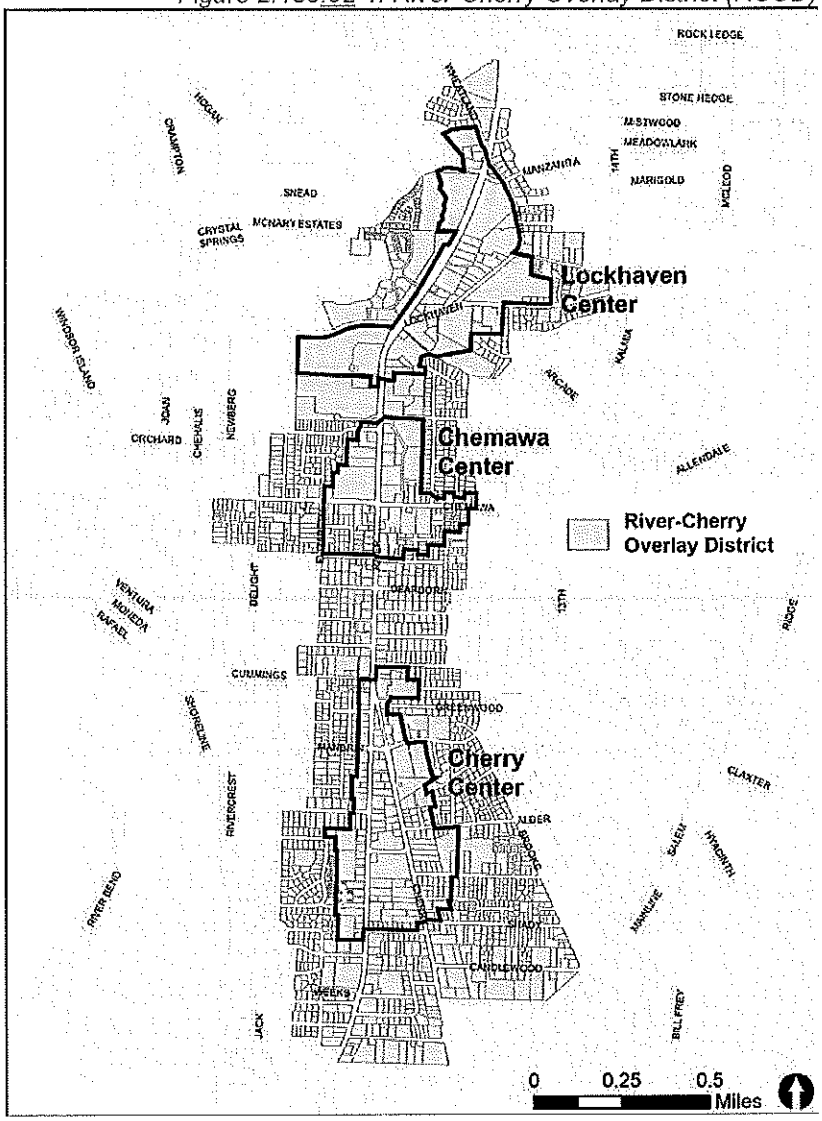
2.130.01 Purpose

The purpose of the River-Cherry Overlay District (RCOD) is to implement the land use principles of the Keizer Revitalization Plan, dated November 18, 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.

2.130.02 Boundaries of the River-Cherry Overlay District

The boundaries of the RCOD, and boundaries of the three Centers sub-districts, are shown in Figure 2.130.02-1.

Figure 2.130.02-1: River-Cherry Overlay District (RCOD)



2.130.03 Applicability

A. The provisions of this Section shall apply to all lands located within the boundaries of the RCOD illustrated in Figure 2.130.02-1. The three Centers sub-districts of the RCOD are illustrated in Figure 2.130.02-1 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 3rd Avenue N at the west to Partridge Lane NE at the east. The intersection of River Road N and Cherry Avenue NE and Sam Orcutt Way is intended to be the center of activity within Cherry Center.

B. The provisions of the RCOD shall apply as follows.

1. They 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 and parcel of land on which it is located, unless otherwise specified by the provisions in this Section, and with the following exceptions.

   a. Interior remodels which do not change the exterior of the building or increase its floor area or building footprint.

   b. Replacement of equipment needed to operate an existing use, such as but not limited to commercial kitchen equipment, HVAC equipment, plumbing or electrical fixtures.

   c. Maintenance required to maintain the structural integrity of the building such as but not limited to replacement of a roof.

~~4.~~2. 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 2.130.04 through 2.130.10.

~~B.~~C. The RCOD replaces selected development standards in the underlying zoning districts, as set forth in Section 2.130.05.

2.130.04 Uses

A. Permitted Uses

1. The ~~following~~ uses in Table 2.130.04-1 are permitted in the Mixed Use (MU) zone within the RCOD. All other zones remain unchanged.

2. Uses that are identified as permitted in the MU zone (Section 2.107.02 through 2.107.04) are permitted in the MU zone within the RCOD, EXCLUDING commercial parking lots that are surface lots.

3. Uses that are not listed in Table 2.130.04-1 and that the Zoning Administrator determines to be similar to the uses in Table 2.130.04-1 or consistent with the RCOD Purpose statement (Section 2.130.01) are permitted.

Table 2.130.04-1: Uses Permitted in the RCOD

Use Category	***Permitted*** P = Permitted outright S = Permitted subject to Special Use provisions C = Permitted conditionally	***Notes***
Residential		
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 2.130.05.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).
Commercial		
Commercial Lodging	P/S	Such as hotels and motels. Special Use provisions apply to bed and breakfast establishments (Section 2.408).
Commercial Recreation and Entertainment	P	Such as athletic clubs and movie theaters.

Use Category	***Permitted*** P = Permitted outright S = Permitted subject to Special Use provisions C = Permitted conditionally	***Notes***
Commercial Parking	P	Only parking structures.
Day Care Facility	P	
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). Additional development standards apply to auto-oriented sales and services in RCOD Centers (Section 2.130.09(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 2.130.09(B)(4)).

Use Category	***Permitted*** P = Permitted outright S = Permitted subject to Special Use provisions C = Permitted conditionally	***Notes***
Industrial		
Light Manufacturing	C	Craft industries are Conditional Uses subject to the provisions in Section 2.421.
Institutional		
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.
Educational and Research Facilities	P	Such as schools, vocational schools, educational services, and laboratories.
Medical Centers	P	Such as clusters of health care offices, surgicenters or day surgery facilities (not a hospital).
Infrastructure/Utilities		
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.
Public Utility Structures	P/S	Such as substations. Special Use provisions apply to electrical substation (Section 2.426).

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 Mixed Use zone of 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, but not including surgicenters and day surgery facilities.

2.130.05 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 2.130.09 provides dimensional and development standards for Centers. For properties located within Centers, the standards of Section 2.130.09 shall supersede the standards of this section.

A. Dimensional Standards

1. Minimum Lot Dimension Requirements

Table 2.130.05-1: Minimum Lot Size and Average Width Standards, by Development Type

		Development Type			
Zone	Dimension	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 2.130.06. Maximum lot coverage shall include all buildings, accessory structures, and paved parking areas.

Table 2.130.05-2: Minimum Landscaping and Maximum Lot Coverage Standards

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:

Table 2.130.05-3: Minimum and Maximum Residential Density Standards

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 2.130.03.

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 2.130.05.3.b or of Section 2.303.

b. Off-Street Automobile Parking Requirements

Off-street parking shall be provided in the amount not less or more than the minimum and maximum amounts listed below.

Table 2.130.05-4: Minimum and Maximum Off-Street Parking Requirements

LAND USE ACTIVITY	SPACES REQUIRED
Recreation Facility	Minimum: 1 space per 300 square feet Maximum: 1 space per 133 square feet
~~General Offices~~	~~1 space per 500 square feet~~[MH1]
Personal Services	Minimum: 1 space per 400 square feet

LAND USE ACTIVITY	SPACES REQUIRED
	Maximum: 1 space per 233 square feet
Retail	Minimum: 1 space per 400 square feet Maximum: 1 space per 200 square feet
Eating/~~d~~Drinking Establishment	Minimum: 1 space per 200 square feet Maximum: 1 space per 83 square feet
Single Family and Duplex	Minimum: 1 per dwelling unit Maximum: 3 spaces per dwelling
Multi-family types	Minimums: 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 Maximums: 1.5 space per 1.5 bedroom unit or studio OR 2.25 spaces per 2 bedroom unit + 1.5 spaces for every 10 additional units OR 2.25 spaces per 3 or more bedroom units + 1.5 spaces for every 10 additional 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 2.130.09.B.2.

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 attached. If one unit is proposed, that unit may be attached to, or detached from the primary residence.

2. Parking. No additional parking is required for the accessory housing unit. Existing parking required for the primary residence must be maintained or replaced on-site following development of accessory housing units.

2.130.06 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 2.130.05.B.1. Landscaping standards in the RS zone remain unchanged

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 or on City-approved lists 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.

2.130.07 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

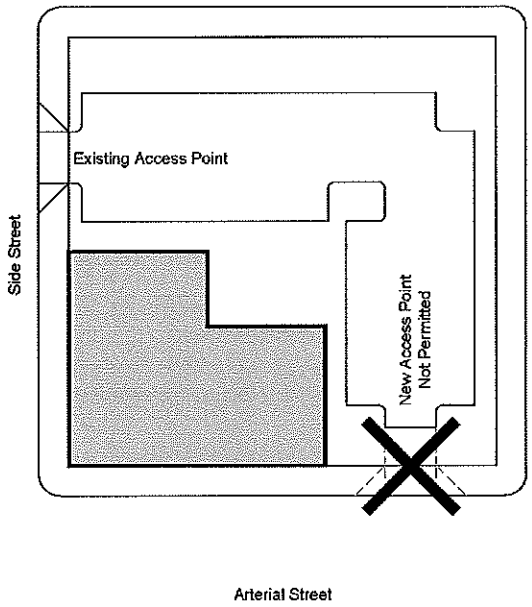
In addition to the general applicability standards established in 2.130.03(B), the provisions of this Section shall apply to development when a site's number of parking spaces will increase by more than 15% of the existing number of parking spaces or more than 20% of a site's existing parking area will be reconstructed.

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.

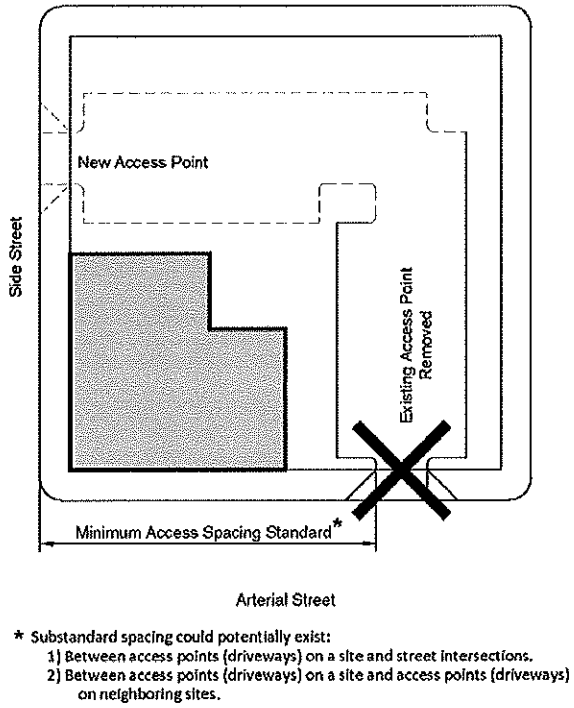
1. Standard A – A property fronts an arterial and a side street, which is not classified as an arterial, and has its existing access point on the side street. The access point on the side street shall be maintained and a new access point on the arterial is not permitted.

Figure 2.130.07-1: Access Standard A



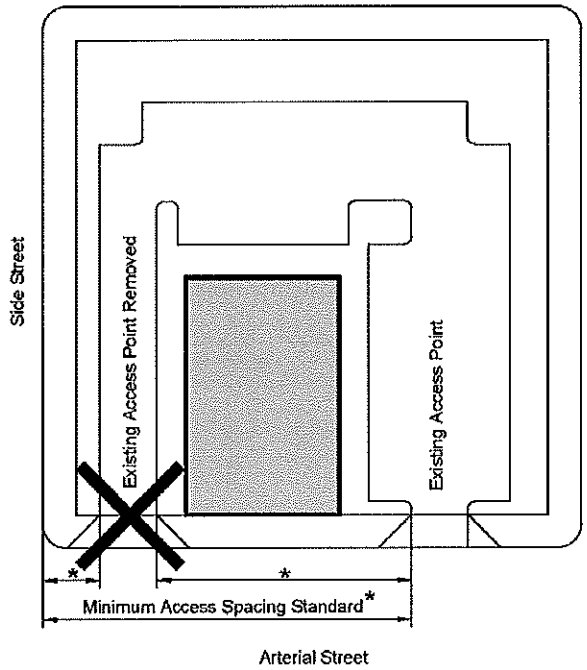
2. Standard B – A property has a single existing access point on an arterial street and also fronts a side street that is not an arterial or an alley. If the existing access point has substandard spacing from the nearest intersection or driveway, the existing access point shall be closed and a new access point on the side street shall be established.

Figure 2.130.07-2: Access Standard B



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.

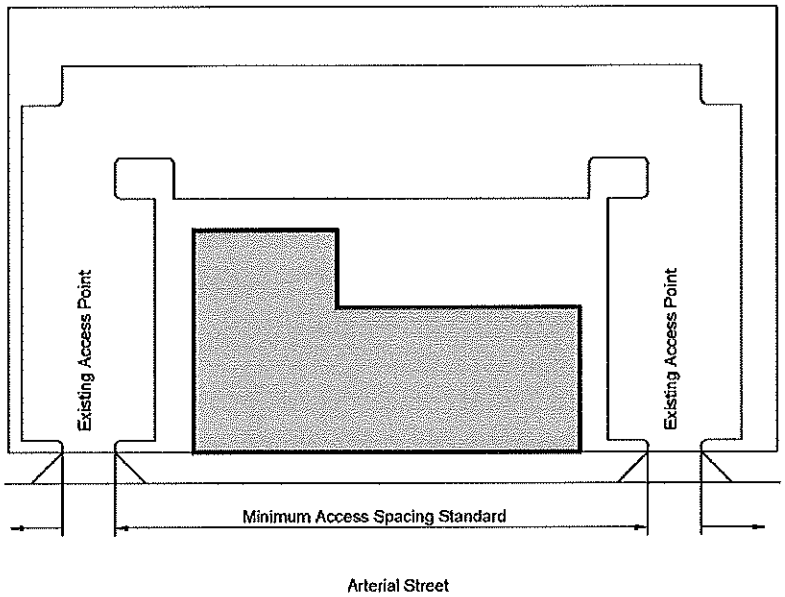
Figure 2.130.07-3: Access Standard C



* 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 2.130.07-4: 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 Public Works 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).

2.130.08 Master Plans in Lockhaven Center

Development within the Lockhaven Center may be subject to Master Plan approval as provided in Section 3.114 and this Section 2.130.

2.130.09 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 2.130.05, as well as in the underlying zoning districts. Where the standards set forth in this Section conflict with standards in Section 2.130.05 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:

Table 2.130.09-1: Front Yard Setback Standards in 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 2.130.10.E.

(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 2.130.06. Maximum lot coverage shall include all buildings, including accessory structures consistent with the definition of lot coverage.

Table 2.130.09-2: Minimum Landscaping and Maximum Lot Coverage Standards in Centers

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 2.130.05.B.3.b and 2.303 may be reduced by up to a total of 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 based on the level of amenities provided. This reduced parking allowance shall replace, not supplement, the 10% allowance provided in KDC Section 2.303.06.B.

b. A transportation demand management (TDM) plan is in place that will demonstrably reduce parking demand. The parking reduction percentage shall be determined by the Zoning Administrator based on the TDM plan.

c. Residential uses are targeted to populations with demonstrably lower parking needs (e.g., low-income households, seniors, etc.) OR 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.

d. 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.

e. 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 5% of the parking spaces.

f. 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.

g. An EV charging station is provided. Allow up to a 5% reduction.

h. Use of shared parking facilities on one or more lots. This provision is not subject to the 25% maximum reduction. 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 2.130.05.B.3.b 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 Recorders 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.

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 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 area of use with the highest peak demand.

iii. Ground floor uses with overlapping peak hours of operation shall be calculated in the aggregate.

c. 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 2.130.05.B.3.b and 2.303.

d. 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 2.130.05.B.3.b and 2.303.

e. Subsequent use or uses, at 80% of the vehicle parking required for that use(s) in Sections 2.130.05.B.3.b 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.

2.130.10 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, 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. Outside of the centers in the RCOD, Section 2.315 applies.

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.

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

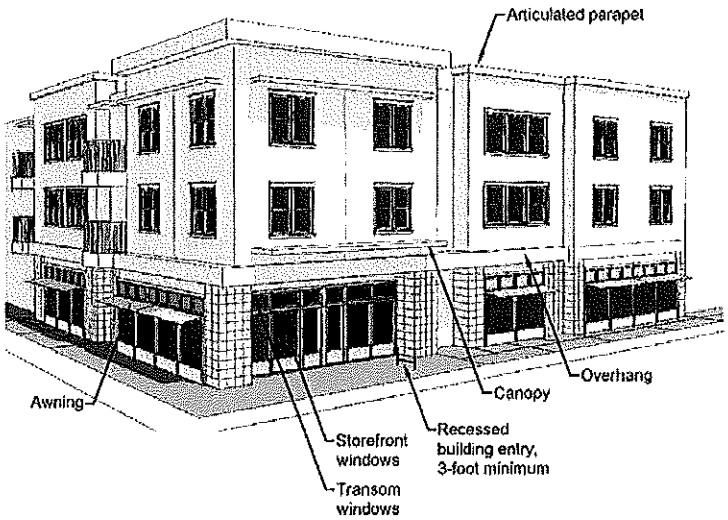
standards in Sections 2.312 and 2.315. Awnings and canopies must also meet the standards of Section 2.130.10.L.4.

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 2.130.10.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.

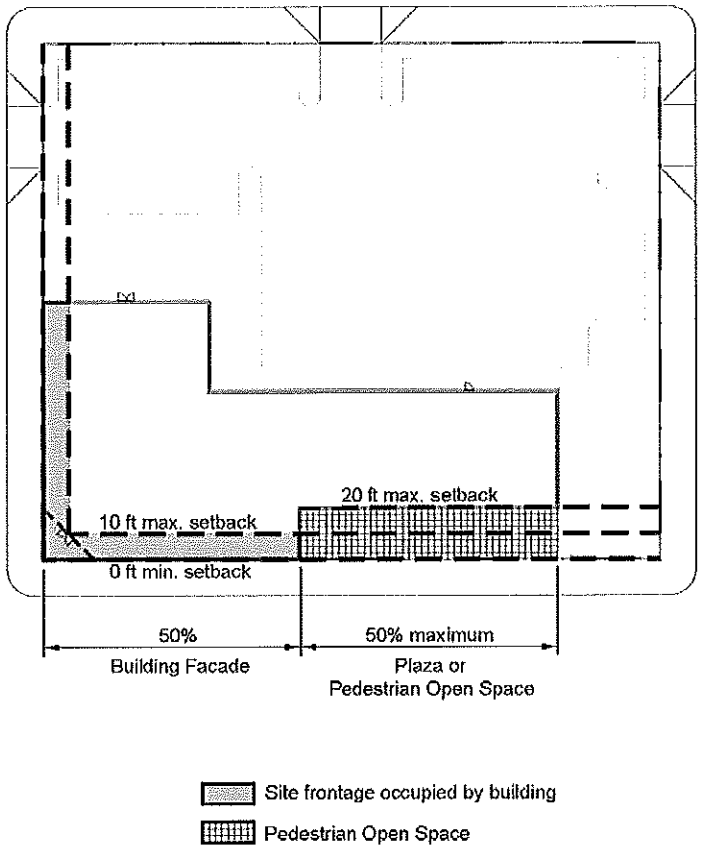
D. Corner Entrances and Features

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 2.130.09.A.1, the maximum setback for properties fronting on River Road, Lockhaven Drive, Chemawa Road, and Cherry Avenue 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 2.130.10.D-1: Pedestrian Open Space (Plan View)

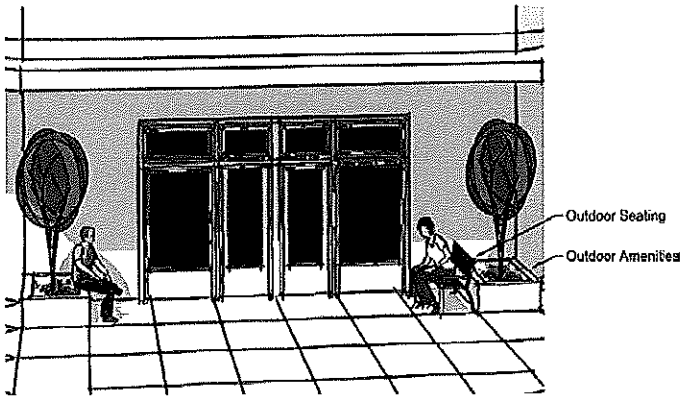


2. The pedestrian open space must include at least one type of outdoor seating from the list in subsection a below, and a total of at least two pedestrian amenities from the lists in subsections a or b.

   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 2.130.10.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:

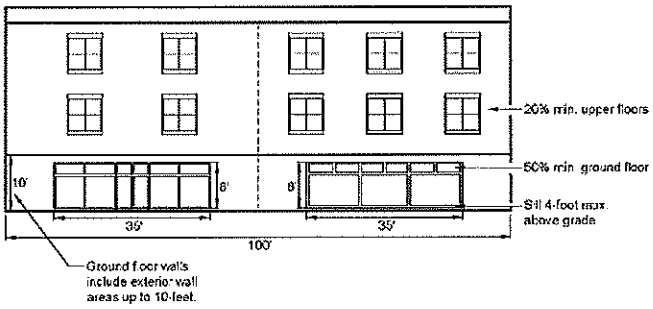
      i. Required window areas shall be either windows that allow views into working areas or lobbies, pedestrian entrances, or display windows.

      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 2.130.10.H-1: Window Coverage for Mixed-Use Buildings



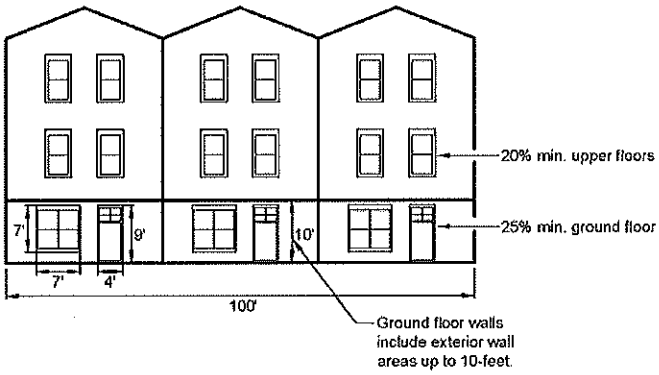
Total ground floor window area = 560 sq. ft.
Total overall ground floor area = 1,000 sq. ft.
Glazing provided along 56% of overall ground floor area.

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 2.130.10.H-2: Window Coverage for Multi-Family Residential Buildings



Total ground floor window + door area = 255 sq. ft.
Total overall ground floor area = 1,000 sq. ft.
Glazing provided along 25% of overall ground floor area.

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 I.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;

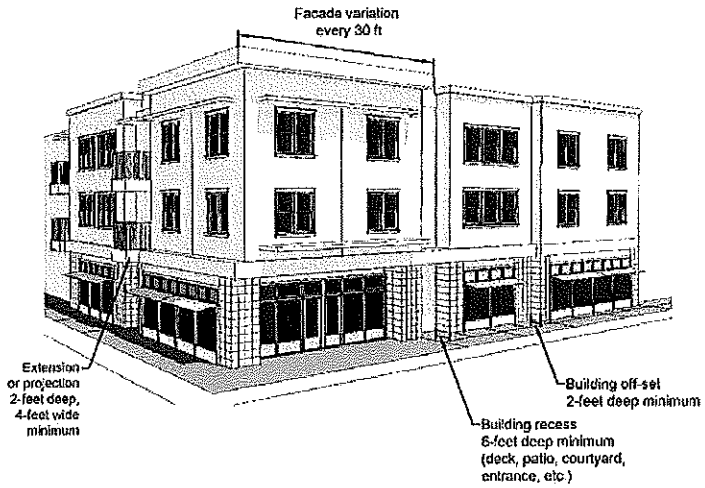
   b. Building off-set of at least two (2) feet;

   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 2.130.10.I-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:

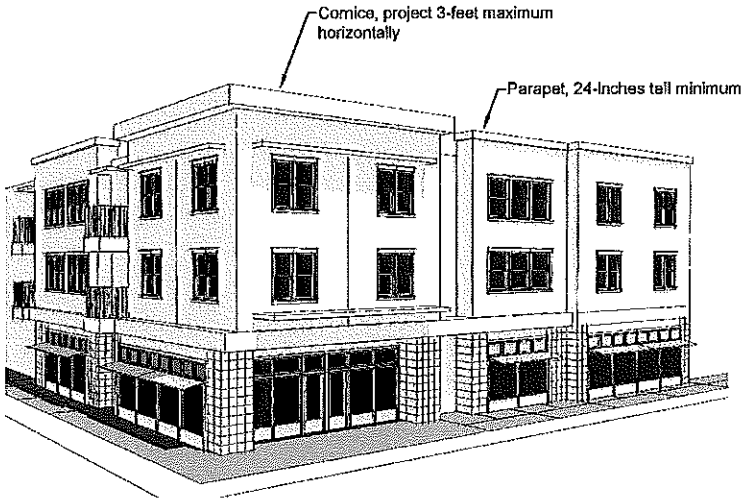
1. Flat roofs. All flat roofs shall employ a detailed, projecting cornice or projecting parapet to visually "cap" the building and meet all of the following requirements:

    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.

Figure2.130.10.J-1: Flat Roof Forms

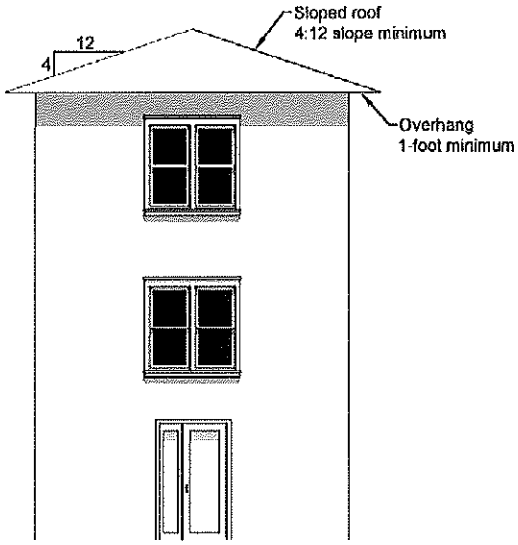


2. Sloped roofs must meet all of the following requirements:

    a. All sloped roofs shall provide a minimum 1-foot overhang.

    b. All sloped roofs must have a minimum slope of 4:12

Figure 2.130.10.J-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.

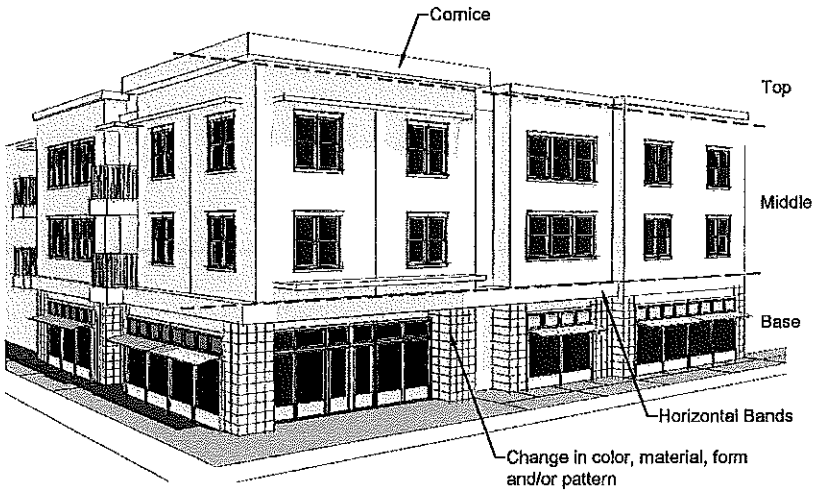
1. All buildings with two (2) stories or more shall have a clear and distinct base, middle and top to break up vertical mass.

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 2.130.10.K-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 2.130.10.C.3:

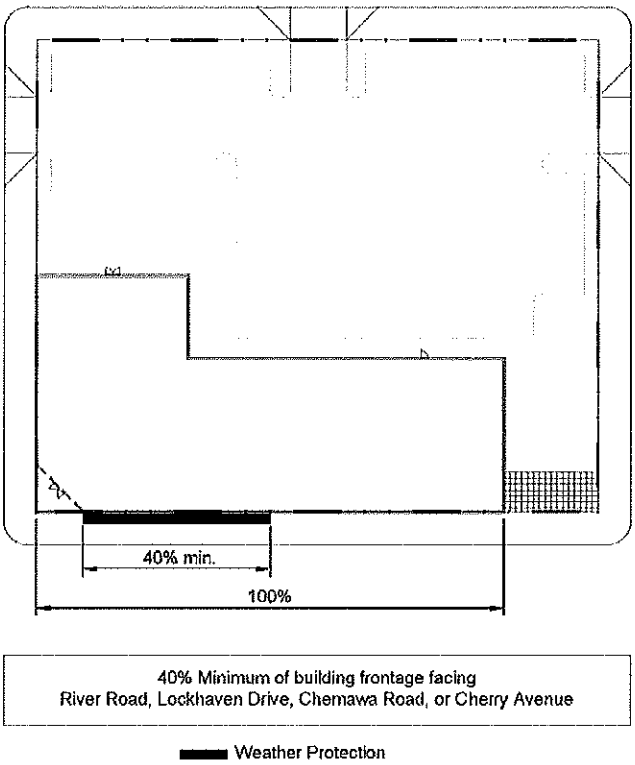
1. Weather protection may be provided by awnings, canopies, arcades, colonnades, recessed entries, or combination of these elements.

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 2.130.10.L-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 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 Zoning Administrator 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

1.103 ESTABLISHMENT OF ZONING DISTRICTS

1.103.01 Districts

For the purposes of this Ordinance, the City of Keizer is divided into the following zoning districts:

Classification	Abbreviation
Single Family Residential	RS
Limited Density Residential	RL
Medium Density Residential	RM
High Density Residential	RH
Residential Commercial	RC
Mixed Use	MU
Commercial Office	CO
Commercial Mixed Use	CM
Commercial Retail	CR
Commercial General	CG
Employment General	EG (02/03)
Industrial Business Park	IBP
General Industrial	IG
Agricultural Industrial	IA
Public	P
Exclusive Farm Use	EFU
Urban Transition	UT

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
River-Cherry Overlay District	RCOD

1.103.02 Comprehensive Plan Designation and Zoning Districts

Zone classifications implement the Comprehensive Plan map designations. The following are the zones allowed in each Comprehensive Plan designation:

Comprehensive Plan Designation	Zone Classification
Low Density Residential (LDR)	RS, RC, UT

Medium Density Residential (MDR)	RL, RM, RC, MU
Medium and High Density Residential (MHDR)	RL, RM, RH, RC, MU
Mixed Use (MU)	MU
Commercial (C)	CM, CR, CG, CO
Special Planning District (SPD)	EG (02/03)
General Industrial (GI)	IG, IBP
Campus Light Industrial (CLI)	IBP
Special Policy Area (SPA)	IA, EFU
Civic (CI)	P
Schools (ES, MS, HS)	P
Park (P)	P

1.103.03 Boundaries

A. Zoning Map. The zoning district boundaries are shown on the zoning map of the City of Keizer. This map is made a part of this Ordinance and shall be filed in the office of the Zoning Administrator. The Zoning Administrator shall amend the map as required. The map shall be available for public review with copies provided at reasonable cost. (5/98)

B. Zoning Map Interpretation. The Zoning Administrator shall resolve any dispute over the exact location of a zoning district boundary. In interpreting the location of the zoning boundaries, the Zoning Administrator shall rely on the Keizer Comprehensive Plan Map and the following guidelines:

1. Right-of-way. Boundaries indicated as approximately following the centerline or the right-of-way boundary of streets, highways, railways or alleys shall be construed to follow such centerline or boundary. (5/98)

2. Lot Lines. Boundaries indicated as approximately following lot lines shall be construed as following such lot lines. (5/98)

3. Water Courses. Boundaries indicated as approximately following the centerline of streams, rivers, canals, lakes, or other bodies of water shall be construed to follow such centerline. (5/98)

4. Extensions. Boundaries indicated as parallel to or extensions of features indicated in subsections 1., through 3., above shall be so construed. (5/98)

5. Specific Description. Where a Plan map designation or zoning action referenced a specific property description, that description shall establish the boundary. Where 2 or more property descriptions establish conflicting boundaries, the most recent description shall govern. (5/98)

1.200 DEFINITIONS

1.200.01 General Provisions

A. General and Specific Terms. The definitions contained in this Section include those that are applicable to the entire ordinance (general), and those terms that are apply to specific Sections (specific). Terms used in specific Sections are identified as follows:

[Adult] Adult Entertainment Business; Section 2.418
[Flood] Floodplain Overlay Zone; Section 2.120
[Greenway] Greenway Management Overlay Zone; Section 2.121
[Historic] Historic Resources; Section 2.127
[RV Park] Recreational Vehicle Park; Section 2.412
[Signs]Signs; Section 2.308

B. Interpretation. When there are two definitions for the same word or phrase, then the definition most applicable for the given situation shall apply. If appropriate, specific terms may be applied to general situations. (5/98)

1.200.02 Grammatical Interpretation.

Words used in the masculine or feminine include all genders ~~include the feminine, and feminine the masculine~~. Words used in the present tense include the future, and the singular includes the plural. The word "shall" is mandatory. Where terms or words are not defined, they shall have their ordinary accepted meanings within the context of their use. The contemporary edition of Webster's Third New International Dictionary of the English Language (principal copyright 1961) shall be considered as providing accepted meanings. (5/98)

1.200.03 Diagrams

Diagrams are provided for terms or phrases in order to provide an illustrative example. (5/98)

1.200.04 Definitions.

The following words and phrases, when used in this Ordinance, shall have the meanings ascribed to them in this Section:

Access: The way or means by which pedestrians and vehicles shall have ingress and egress to property. (5/98)

Accessory Dwelling: An interior, attached, or detached residential structure that is used in connection with, or that is accessory to, a single-family dwelling. (1/19)

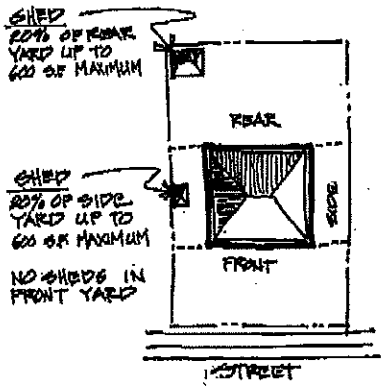
Access Easement:
A narrow, private, limited use roadway, which provides access to a public street for properties that do not have usable public street frontage. (11/16)

Accessory Structure: A detached, subordinate building or portion of a main building, the use of which is incidental to the main building or use of the land, but does not include dwellings or living quarters. (5/98)

Accessory Structure [Flood]: Sheds or small garages less than 480 square feet in area that are exempt from elevation or flood proofing requirements. (5/98)

Accessory Use: A use incidental and subordinate to the main use of the parcel, lot or building. (5/98)

Adjacent: Near or close, but not necessarily abutting or contiguous. For example, a parcel next to, or across the street from, another parcel shall be considered "adjacent." (5/98)



Accessory Structure

Administrative Decision: A decision made by applying the existing standards contained in this Ordinance and without a public hearing. (5/98)

Adult entertainment business [Adult]: A term intended to cover a broad range of activities characterized by live, closed circuit, digital, or reproduced material which has an emphasis on nudity and/or sexual activity. Adult businesses limit their patrons to persons at least 18 years of age. The term "adult entertainment business" also includes the full range of adult motion picture or video theaters and related businesses, such as adult bookstores, adult theaters, adult massage parlors, adult lotion studios, adult arcades, adult cabarets, adult paraphernalia shops, and other establishments which make up a substantial or significant portion of the establishment's activities or merchandise and constitute a continuing course of conduct of exhibiting specified sexual activities and/or nudity in a manner which appeals to a prurient interest. The term "adult entertainment business" also includes other uses similar to the uses mentioned above, presenting material for patrons to view (live, closed circuit, or reproductions), providing massage or lotion studios for the purpose of fondling or other erotic touching of specified anatomical areas and/or purchase or rent of merchandise which emphasizes nudity and/or specified sexual activity in a manner which appeals to a prurient interest, and limiting entrance to patrons who are over 18 years of age. (5/98)

Alteration [Historical]: A change, addition, or modification to the exterior of a building. (5/98)

Alteration or Altered [Sign]: Any change in the size, shape, method of illumination, position, location, construction, or supporting structure of a sign. A change in sign copy or sign face shall not be considered an alteration. (5/98)

Alteration, Structural: Any change in the exterior dimensions of a building, or, a change which would affect a supporting member of a building, such as a bearing wall, column, beam, or girder. (5/98)

Appeal: A request for a review of a decision authority's action on an application. (5/98)

Applicant: The property owner of record or contract purchaser. (5/98)

Approved: Means approved by the Community Development Director, Hearings Officer, Planning Commission or City Council having the authority to grant such approval. (5/98)

Architectural Front: For the purposes of determining building setbacks for residential single and multi-family buildings as permitted in the RL, RM, RH, RC and MU zones the architectural front of a building is opposite the architectural rear. The architectural front is typically the façade with the main point of entry into the building and may include doorways, stairs, windows, and other architectural features typically found on a front of the residential building. It may be oriented towards a street or towards an internal parking lot. (6/07)

Architectural Rear: For the purposes of determining building setbacks for residential single and multi-family buildings as permitted in the RL, RM, RH, RC and MU zones the architectural rear of a building is opposite the architectural front, or the façade with the main point of entry into the building. The architectural rear is typically the side of the building that may include such features as porches, patios or other features for use of either individual or multiple units. (6/07)

Architectural Side: For the purposes of determining building setbacks for residential single and multi-family buildings as permitted in the RL, RM, RH, RC and MU zones the architectural side of a building is perpendicular to both the architectural front and rear. The architectural side is typically the façade without any significant architectural features found on either the front or rear of the building. (6/07)

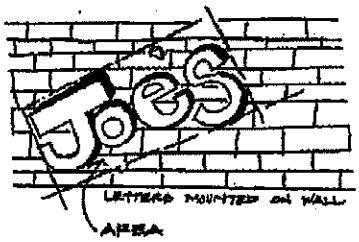
Area: The total area circumscribed by the boundaries of a lot or parcel, except that:

1. When the legal instrument creating the property shows the boundary extending into a public street right-of-way, then for purposes of computing the lot or parcel area shall be the street right-of-way line,

or if the right-of-way line cannot be determined, a line running parallel to and 30 feet from the center of the traveled portion of the street. (5/98)

2. Private access easements, and the access strips to flag-lots, shall not be included when calculating the area of a lot or parcel. (5/98)

Area [Sign]: The area of a sign shall be the entire area within any type of border, which encloses the outer limits of any writing, representation, emblem, figure, or character. If the sign is enclosed in a frame or cabinet the area is based on the inner dimensions of the frame or cabinet surrounding the sign face. When a sign is on a base material and attached without a frame, such as a wood board or Plexiglas panel, the dimensions of the base material are to be used. The area of a sign having no such perimeter, border, or base material shall be computed by enclosing the entire area within a parallelogram or a triangle of the smallest size sufficient to cover the entire message of the sign and computing the area of the parallelogram or a triangle. For the purpose of computing the number of signs, all writing included within such a border shall be considered one sign, except for multi-faced signs on a single sign structure, which shall be counted as one sign per structure. The area of multi-faced signs shall be calculated by including only one-half the total area of all sign faces. (5/98)



Sign Area

Area of Special Flood Hazard [Flood]: Land in the floodplain within a community subject to a one percent or greater chance of flooding in any given year. (5/98)

Attached Dwellings:
Two or more dwelling units on separate properties that share a common wall for a full story that adjoins enclosed habitable space on each side. Attached dwellings shall be joined along a common wall for no less than one story for a distance of at least 10 feet. (01/02)

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)

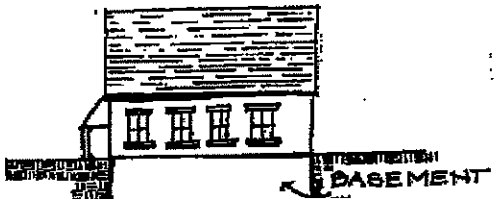
Auto-oriented development: Development that is designed to accommodate customers who use automobiles to travel to the site. This type of development typically provides more than the minimum required number of parking spaces. Buildings entrances tend to emphasize providing convenient access to parking areas. Other typical characteristics are drive-through facilities, multiple driveways, and a low lot coverage percentages.

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)

Sign Awning

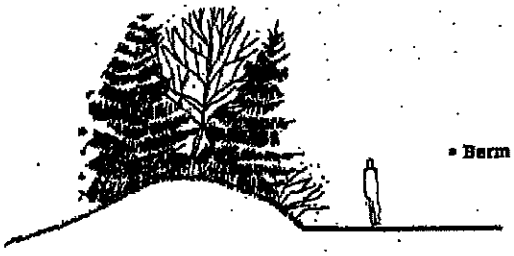
Base Flood Level [Flood]: The flood level having a 1 percent chance of being equaled or exceeded in any given year (100 year flood plain). (5/98)

Basement: That habitable portion of a building between floor and ceiling which is all below, or partly below and partly above, grade, but so located that for all exterior walls the average vertical distance from grade to the floor below is equal to or greater than the vertical distance from grade to ceiling. If such portion of a building is not a basement, then it shall be considered a story. (5/98)



Bed and Breakfast Establishment: A structure designed and occupied as a residence and in which sleeping rooms are provided on a daily or weekly basis with a morning meal provided. (5/98)

Berm: A linear mound of soil. (5/98)



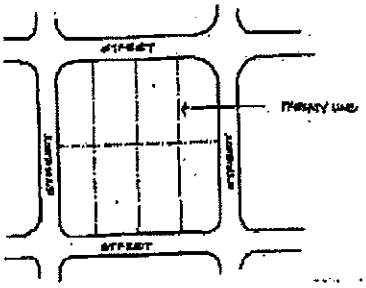
Berm

Bicycle Facilities: Improvements which provide for the needs of cyclists, including bicycle paths, bicycle routes and bicycle parking. (5/98)

Biomass Facility: An electric generating facility that burns wood, agricultural products, other plant or animal waste or material solid waste as fuel to produce steam which is converted to electricity. This definition also includes a gasification, methane fermentation, or alcohol fuel production facility. (5/98)

Block: A parcel of land bounded by 3 or more through streets. (5/98)

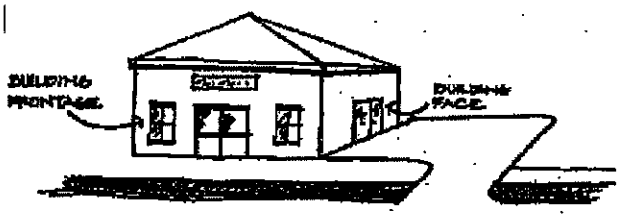
Building: A structure having a roof and built for the support, shelter, or enclosure of persons, animals, or property of any kind. Recreational vehicles shall not be considered buildings. (5/98)


Block

Building Coverage: The portion of a lot or parcel covered or occupied by buildings or other structures. (5/98)

Building Face [Sign]: The single wall surface of a building facing a given direction. (5/98)

Building Frontage [Sign]: The portion of a building face most closely in alignment with an adjacent right-of-way or fronting a parking lot. A service station may use the longest side of an overhanging canopy for building frontage. (5/98)



Building Face & Frontage

Building Height: The vertical distance from the average elevation of the finished grade to the highest point of the structure. By definition, building height does not include architectural and building features exempt from height restrictions. (5/98)

Building Height

Building, Main: A building within which is conducted the principal use of the property. (5/98)

Building Official: An individual empowered by the City to administer and enforce the Uniform Building Code (UBC). (5/98)

Building Plane: The plane of a building wall that extended from the ground to the top of each wall of a structure. Area is determined by multiplying the length of each wall by the height. The plane does not include roof area. (12/18)

Cabana: A stationary structure with two or more walls, used in conjunction with a manufactured home to provide additional living space and meant to be moved with the manufactured home. (5/98)

Canopy Sign [Sign]: A sign hanging from a canopy or eve, at an angle to the adjacent wall. (5/98)

Canopy Sign

Carpool: A group of two or more commuters, including the driver, who share the ride to and from work or other destinations. (5/98)

Carport: A structure consisting of a roof and supports for covering a parking space and of which not more than one side shall be enclosed by a wall or storage cabinet. (5/98)

Cemetery: Land used or intended to be used for the burial of the dead, and dedicated for cemetery purposes, including a columbarium, crematory, mausoleum, or mortuary, when operated in conjunction with and within the boundary of such cemetery. (5/98)

Change of Use: A change from one type of use of a building or land to another type of use. (5/98)

Change of Use [Greenway]: Making a different use of the land than that which existed on December 6, 1975. It includes a change which requires construction, alterations of the land, water or other areas outside of existing buildings or structures and which substantially alters or affects the land or water. It does not include a change of use of a building or other structure which does not substantially alter or affect the land or water upon which it is situated. The sale of property is not in itself considered to be a change of use. An existing open storage area shall be considered to be the same as a building. Landscaping, construction of driveways, modifications of existing structures, or the construction or placement of such subsidiary structures or facilities as are usual and necessary to the use and enjoyment of existing improvements shall not be considered a change of use. (5/98)

Child Foster Home: Any home maintained by a person who has under the care of the person in such home any child under the age of 18 years not related to the person by blood or marriage and unattended by the parent or guardian for the purpose of providing such child's care, food and lodging. This use must have a current certificate of approval issued by the State of Oregon (6/99)
Church: See House of Worship. (5/98)

City: The City of Keizer, Oregon. (5/98)

Clinic: A facility operated by a group of physicians, dentists, or other licensed health practitioners on an out-patient basis and not involving overnight housing of patients. (5/98)

Club: An organization, group, or association supported by the members, the purpose of which is to render a service primarily for members and their guests, but shall not include any organization, group, or association the chief activity of which is to render a service customarily carried on as a business for profit. (5/98)

Commission: The Planning Commission of Keizer, Oregon. (5/98)

Common Open Space: An area, feature, building or other facility within a development intended for the use by the residents of the development. (5/98)

Community Building: A publicly owned and operated facility used for meetings, recreation, or education. (5/98)

Comprehensive Plan: The officially adopted City of Keizer Comprehensive Plan, as amended. (5/98)

Conditional Use: A use, which is permitted in a particular zone or elsewhere in this ordinance only after review and approval as a conditional use, including non-conforming" conditional uses. (5/98)

Condominium: A building or group of buildings, broken into separate units with each unit being separately owned, while the parcel on which the building(s) is located is held in a separate ownership. Condominiums are subject to the provisions of ORS 94.004 to 94.480, and 94.991. (5/98)

Conforming: In compliance with the regulations of the Code. (5/98)

Construct [Sign]: Build, erect, attach, hang, place, suspend, paint in new or different word, affix, or otherwise bring into being. (5/98)

Conveyance [Flood]: Refers to the carrying capacity of all or a part of the flood plain. It reflects the quantity and velocity of flood waters. Conveyance is measured in cubic feet per second (CFS). If the flow is 30,000 CFS at a cross section, this means that 30,000 cubic feet of water pass through the cross section each second. (5/98)

Corner Lot: See "Lot, Corner." (5/98)

Council: The City Council of Keizer, Oregon. (5/98)

Critical Feature [Flood]: An integral and readily identifiable part of a flood protection system, without which the flood protection provided by the entire system would be compromised. (5/98)

Day Care Facility: An establishment or place, not a part of a public school system, in which are commonly received 3 or more children, not of common parentage, under the age of 14 years, for a period not exceeding 12 hours per day for the purpose of being given board, care, or training apart from their parents or guardians. (5/98)

Decision: The formal act by which the Community Development Director, Hearings Officer, Planning Commission or City Council makes its final disposition of a land use action. (5/98)

Demolish [Historical]: To raze, destroy, dismantle, deface or in any other manner cause partial or total destruction of a resource. (9/18)

Density: The number of dwellings units per gross acre. (5/98)

Develop: To construct or alter a structure; or, to make alterations or improvements to land for the purpose of enhancing its value. (5/98)

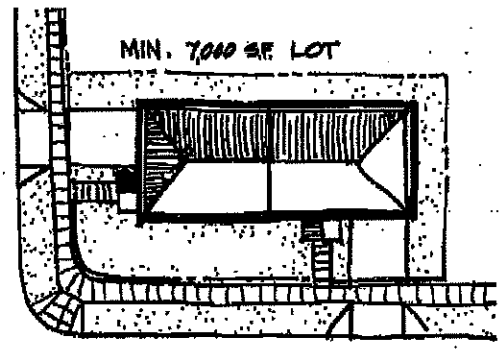
Development: Man-made changes to property, including but not limited to buildings or other structures, mining, dredging, filling, grading, paving, excavation, or drilling operations. (5/98)

Development [Flood]: Any activity that has the potential to cause erosion or increase the velocity or depth of floodwater. Development may include, but is not limited to, residential and non-residential structures, fill, utilities, transportation facilities, and the storage and stockpiling of buoyant or hazardous materials. (5/98)

Dormitory: A building, under single management, where group sleeping accommodations are provided for in one room or in a series of closely associated rooms and where meals may be provided. (5/98)

Driveway: A private way used by vehicles and pedestrians to gain access from a public access or right-of-way onto a lot or parcel of land. (5/98)

Drop Station: Vehicles or structures of less than a total of 400 square feet maintained on a lot solely to provide shelter for no more than four types of recyclable material (such as paper, tin cans, plastic and bottles) deposited by members of the public and collected at regular intervals for further transfer or processing elsewhere. (5/98)



Duplex

Duplex: See: "Dwelling, Two-Family (Duplex)." (5/98)

Dwelling Unit: One or more rooms designed for occupancy by one family and not having more than one cooking facility. (5/98)

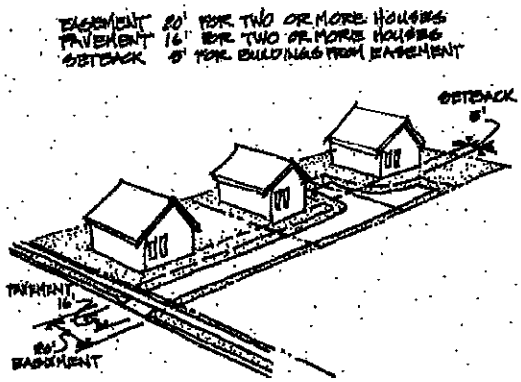
Dwelling, Multi-Family: A building on a single parcel or lot containing 3 or more dwelling units designed for occupancy by 3 or more families living independently of each other. (5/98)

Dwelling, Single Family Detached: A detached building containing one dwelling unit designed exclusively for occupancy by I family. (5/98)

Dwelling, Townhouse: A multi-family structure so designed that each individual dwelling unit is located upon a separate lot or parcel. (5/98)

Dwelling, Two-Family (Duplex): A detached building on a single parcel or lot containing 2 dwelling units designed exclusively for occupancy by 2 families living independently of each other. (5/98)

Easement: A grant of right to use an area of land for a specific purpose. (5/98)



Easement

Employees: All persons, including proprietors, performing work on a premise. (5/98)

Encroachment [Flood]: Any obstruction in the flood plain which affects flood flows. (5/98)

Existing Mobile/Manufactured Home Park or Manufactured Home Subdivision [Flood]: A parcel (or contiguous parcels) of land divided into two or more mobile/manufactured home lots for rent or sale for which the construction of facilities for servicing the lot on which the mobile/manufactured home is to be affixed (including, at a minimum, the installation of utilities, either final site grading or the pouring of concrete pads, and the construction of streets) is completed before the effective date of this Ordinance. (5/98)

Expansion to an Existing Mobile/Manufactured Home Park or Manufactured Home Subdivision [Flood]: The preparation of additional sites by the construction of facilities for servicing the lots on which the mobile/manufactured homes are to be affixed (including the installation of utilities, either final site grading or pouring of concrete pads, or the construction of streets). (5/98)

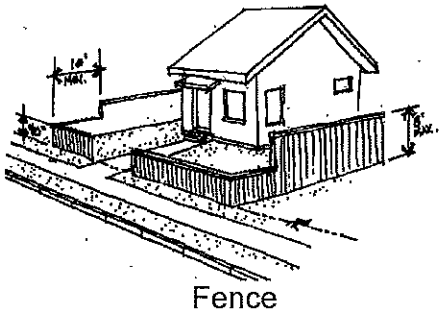
Family: An individual or two or more persons related by blood, marriage, adoption, or legal guardianship, or a group of not more than 5 unrelated individuals, living together as a single housekeeping unit. (5/98)

Family Day Care Provider: A day care provider who regularly provides child care in the family living quarters of the home of the provider. (5/98)

Farming: The use of land for purposes defined in ORS Chapter 215. (5/98)

Federal Emergency Management Agency (FEMA) [Flood]: The federal organization responsible for administering the National Flood Insurance Program. (5/98)

Fence: An unroofed barrier or an unroofed enclosing structure or obstruction constructed of any materials including but not limited to, wire, wood, cement, brick, and plastic. (5/98)


Fence

Fence, Sight Obscuring: A fence arranged or constructed to obstruct vision. (5/98)

Fill [Flood]: The placement of any material on the land for the purposes of increasing its elevation in relation to that which exists. Fill material includes, but is not limited to, the following: soil, rock, concrete, bricks, wood stumps, wood, glass, garbage, plastics, metal, etc. (5/98)

Final Decision: A decision made in accordance with, and pursuant to, the provisions of this ordinance, or decisions made by the Land Use Board of Appeals or the Courts, after the applicable appeal periods have expired. (5/98)

Finish Ground Level [Sign]: The average elevation of the ground (excluding mounds or berms, etc. located only in the immediate area of the sign) adjoining the structure or building upon which the sign is erected, or the curb height of the closest street, which ever is the lowest. (5/98)

Flag Lot: See "Lot, Flag." (5/98)

Flashing Sign [Sign]: A sign any part of which pulsates or blinks on and off, except time and temperature signs and message signs allowed by conditional use. (5/98)

Flood or Flooding [Flood]: A general and temporary condition of partial or complete inundation of usually dry land areas from the unusual and rapid accumulation of runoff of surface waters from any source. (5/98)

Flood Boundary Floodway Map (FBFM) [Flood]: The map portion of the Flood Insurance Study (FIS) issued by the Federal Insurance Agency on which is delineated the Flood Plan, Floodway (and Floodway Fringe), and cross sections (referenced in the text portion of the FIS). (5/98)

Flood Elevation Certificate (FEC) [Flood]: Certification by a professional surveyor or other authorized official indicating the height of the lowest floor of a building. (5/98)

Flood Insurance Rate Map (FIRM) [Flood]: The official map on which the Federal Insurance Administration has delineated both the areas of special flood hazards (flood plain) and the risk premium zones applicable to the community and is on file with the City of Keizer. (5/98)

Flood Insurance Study (FIS) [Flood]: The official report provided by the Federal Insurance Administration that includes flood profiles, the Flood Boundary-Floodway map and the water surface elevation of the base flood and is on file with the City of Keizer. (5/98)

Flood Plain [Flood]: Lands within the City that are subject to a one (1) percent or greater chance of flooding in any given year as identified on the official zoning maps of the City of Keizer. (5/98)

Flood Proofing [Flood]: A combination of structural or non-structural provisions, changes, or adjustments to structures, land or waterways for the reduction or elimination of flood damage to properties, water and sanitary facilities, structures and contents of buildings in a flood hazard area. (5/98)

Floodway [Flood]: The channel of a river or other watercourse and the adjacent land areas that must remain unobstructed to discharge the base flood without cumulatively increasing the water surface elevation more than one (1) foot. Once established, nothing can be placed in the floodway that would cause any rise in the base flood elevation. (5/98)

Floodway Fringe [Flood]: The area of the flood plain lying outside of the floodway as delineated on the FBFM where encroachment by development will not increase the flood elevation more than one foot during the occurrence of the base flood discharge. (5/98)

Floor Area: The sum of the gross horizontal areas of the several floors of a building, measured from the exterior faces of the exterior walls or from the centerline of walls separating two buildings, but not including:

1. Attic space providing headroom of less than seven feet;
2. Basement, if the floor above is less than six feet above grade;
3. Uncovered steps or fire escapes;
4. Private garages, carports, or porches;
5. Accessory water towers or cooling towers;
6. Off-street parking or loading spaces. (5/98)

Forest Use: The use of land for the production of trees; the processing of forest products; open space; water sheds; wildlife and fisheries habitat; vegetative soil stabilization; air and water quality maintenance; outdoor recreational activities or related support services; wilderness; or, livestock grazing. (5/98)

Free-Standing Sign [Sign]: A sign supported by one or more uprights, poles or braces placed in or upon the ground, or a sign supported by any structure primarily for the display and support of the sign. (5/98)

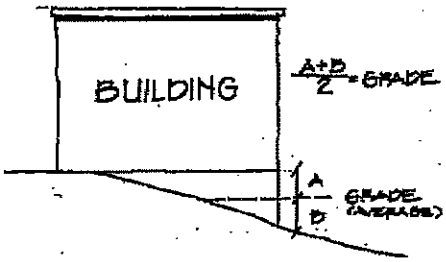
Free-Standing Sign

Frontage: That portion of a lot or parcel which abuts a public street. (5/98)

Front Lot Line: See "Lot Line, Front." (5/98)

Garage: A building, or portion of a building, used for the storage or parking of a vehicle. (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)



Grade

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)

Hazardous Material [Flood]: Combustible, flammable, corrosive, explosive, toxic or radioactive substance which is potentially harmful to humans and the environment. (5/98)

Hearings Action: Those actions where opportunity for a public hearing of a land use action is provided by this Ordinance. (5/98)

Hearings Officer: The person(s) so designated by the Council to conduct a quasi-judicial public hearing for certain land use actions. (5/98)

Home Occupation: A business or professional activity engaged in by a resident of a dwelling unit as a secondary use of the residence, and in conformance with the provisions of the Ordinance. Such term does not include the lease or rental of a dwelling unit, the rental of guest rooms on the same premises, or the operation of a day care facility. (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.

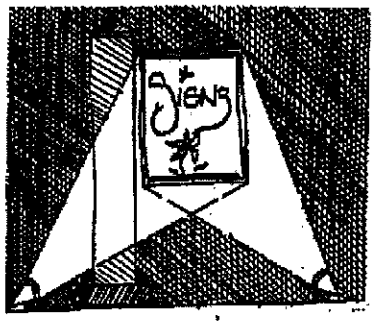
Examples include living in houses, duplexes, apartments, condominiums, retirement center apartments, manufactured housing, houseboats, other structures with self-contained dwelling units, and SROs depending on the number of units rented on a monthly basis and meal preparation.

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)

Incidental Signs [Sign]: A sign which is normally incidental to the allowed use of the property, but can contain any message or content. Such signs can be used for, but are not limited to, nameplate signs, warning or prohibition signs, and directional signs not otherwise allowed. (5/98)

Indirect Illumination [Sign]: A source of illumination directed toward such sign so that the beam of light falls upon the exterior surface of the sign. (5/98)

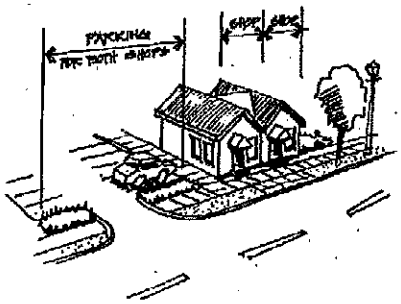


Indirect Illumination

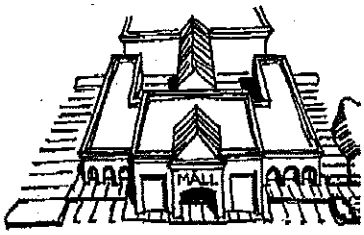
Infill Development: Residential infill development is development at densities allowed under existing zoning on vacant, or partially used land. Infill development occurs on lands which may have been by-passed in the urbanization process or which may have a use that could be or has been removed. (01/02)

Infill Development Parcel:
Any parcel that meets the criteria for an infill development parcel specified in Section 2.316.03. *(01/02)*

Integrated Business Center [Sign]: A group of two or more businesses which are planned or designed as a center, and share a common off-street parking area or access, whether or not the businesses, buildings or land are under common ownership. (5/98)

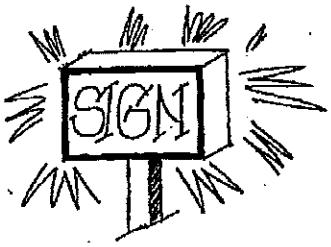

Integrated Business Center - Small

Intensification [Greenway]: Any additions which increase or expand the area or amount of an existing use, or the level of activity. Remodeling of the exterior of a structure not excluded below is an intensification when it will substantially alter the appearance of the structure. Maintenance and repair usual and necessary for the continuance of an existing use is not an intensification of use. Reasonable emergency procedures necessary for the safety or the protection of property are not an intensification of use. Residential use of lands within the Greenway includes the practices and activities customarily related to the use and enjoyment of one's home. Landscaping, construction of driveways, modification of existing structures, or construction or placement of such subsidiary structures or facilities adjacent to the residence as are usual and necessary to such use and enjoyment shall not be considered an intensification for the purpose of this Goal. Seasonal increases in gravel operations shall not be considered an intensification of use. (5/98)



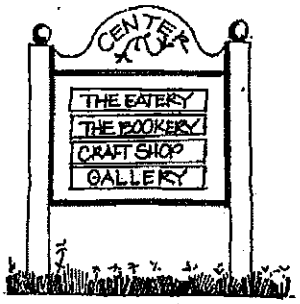
Integrated Business Center - Large

Internal Illumination [Sign]: A source of illumination from within a sign. (5/98)



Internal Illumination

Joint Use Sign [Sign]: When two of more businesses combine part or all of their total allowed sign area into free-standing sign for each common frontage of such business. (5/98)



Joint Use Sign

Junk: The term "junk" regardless of value, includes but is not be limited to, any derelict, neglected, or wrecked motor vehicle or parts thereof, glass, paper, waste tire, waste or discarded material, or any of the following old items: machinery or parts thereof, used fixtures, metal, lumber, or wood. For the purposes of this definition the following meanings apply:

1. "Derelict vehicle" means any used motor vehicle without a valid vehicle license or with an expired license. (5/98)
2. "Neglected Vehicle" means a motor vehicle that is missing its engine or transmission, but has all of its body parts intact, including fenders, hood, trunk, glass, and tires. (5/98)
3. "Fixture" means any item that is designed to be used indoors or otherwise protected from the elements. This includes, but is not limited to upholstered furniture, and heating, plumbing, and electrical fixtures. (5/98)
4. "Waste tire" means a tire that is not longer suitable for its original intended purpose because of wear, damage, or defect. (5/98)
5. "Wrecked vehicle" means a motor vehicle that is dismantled, or partially dismantled, or having a broken or missing window or windshield, or lacking a wheel or tire. (5/98)

Junk Yard: The use of more than 200 square feet of the area of any lot for the storage of salvage materials, including scrap metals or other scrap materials, or for the dismantling or "wrecking" of automobiles or other vehicles or machinery, whether or not such uses are conducted as a business for profit or otherwise. (5/98)

Kennel: Any lot or premises on which four or more dogs and/or cats over the age of four months are kept for sale, lease, boarding, or training. (5/98)

Land Division: Any partition or subdivision of a lot or parcel. (5/98)

Land Use Action: An amendment to the City of Keizer Comprehensive Plan or this Ordinance, or a decision on a zone change, variance, conditional use, partitioning or subdivision, or administrative permits, including appeals from any of the foregoing decisions. Issuance of a building permit is not a land use action. (5/98)

Landscaped: Areas primarily devoted to the planting and preservation of trees, shrubs, lawn and other organic ground cover, together with other natural or artificial supplements such as watercourses, ponds, fountains, decorative lighting, benches, arbors, gazebos, bridges, rock or stone arrangements, pathways sculpture, trellises, and screens. (5/98)

Legislative Action: A land use action involving amendments to the Comprehensive Plan, the text of this Ordinance, or an amendment to the Comprehensive Plan map or Zoning map involving more than 5 separate property ownerships. (5/98)

Livestock: Domestic animals of types customarily raised or kept on farms for profit or food. (5/98)

Loading Space: An off-street space or berth on the same lot with a building, or group of buildings, used for the parking of a vehicle while loading or unloading merchandise, materials or passengers. Loading space excludes fire lanes, as they are not considered useable space for loading and unloading. (5/98)

Lot: A unit of land created by a subdivision as defined in ORS 92.010 in compliance with all applicable zoning, subdivision ordinances; or created by deed or land sales contract if there were no applicable zoning, subdivision or partitioning ordinances, exclusive of units of land created solely to establish a separate tax account. Such lots may consist of:

1. Single lot of record;

2. Portion of a lot of record; or

3. Combination of complete lots of record and portions of lots of record. (5/98)

Lot Area: The total area of a lot, measured in a horizontal plane within the lot boundary lines, and exclusive of public and private roads and easements of access to other property. For flag-shaped lots, the access strip shall not be included in lot area for the purposes of minimum lot area requirements of this Ordinance. (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)

Lot, Flag: A lot or parcel of land with access by a relatively narrow strip of land between the major portion of the parcel and the point of public access to the parcel, all of which is in the same ownership. (5/98)

Lot, Frontage: The distance between the two side lot lines measured at the minimum front setback line, parallel to the street line. (5/98)

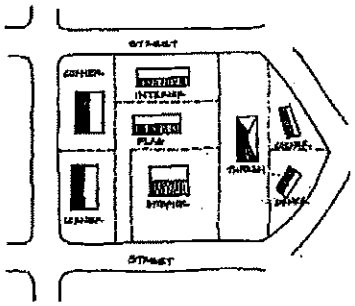
Lot, Interior: A lot other than a corner lot. (5/98)

Lot Line, Front:
A lot line abutting a public street, private street, or access easement. In the case of a corner lot, through lot or a lot where vehicular access is provided off an alley and there is no frontage on a public or private street, the front line is based on the structure's orientation and at least two of the following factors:

a. Location of the front door;
b. Location of the driveway (when accessed off a public or access easement); and/or
c. Legal street address.

For flag lots and lots with access from an easement, the Zoning Administrator shall have the authority to designate another line as the front lot line in which case it shall be clearly noted on the final plat. (01/02)

Lot Line, Rear: A property line which is opposite and most distant from the front lot line. In the case of an irregular, triangular or other shaped lot, a line ten (10) feet in length within the lot, parallel to and at a maximum distance from the front line. (5/98)

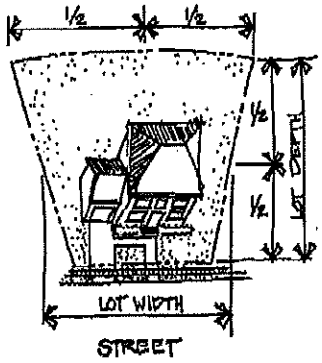


Lot Line, Side: Any property line which is not a front or rear lot line. (5/98)

Lot of Record: A lawfully created lot or parcel established by plat, deed, or contract as duly recorded in Marion County property records. (5/98)

Lot, Through: An interior lot having frontage on two streets. Lots having their access off a private access easement or adjacent to a private access easement shall not be construed as qualifying as through lots. (6/07)

Lot Width: The average horizontal distance between the side lot lines, ordinarily measured parallel to the front lot line. (5/98)



Lot Width and Depth

Lowest Floor [Flood]: The lowest floor of the lowest enclosed area (including basement). An unfinished or flood resistant enclosure, usable solely for parking of vehicles, building access or storage, in an area other than a basement area, is not considered a building's lowest floor, provided that such enclosure is not built so as to render the structure in violation of the applicable non-elevation design requirements of this ordinance. (5/98)

Main Entrance: The principle building entrance intended for the use by the general public, employees or residences. A main entrance door may not be a door that is locked during normal business hours. This entrance is designated the address bearing entrance for the purpose of Emergency Responders. (5/98)

Major Public Improvement [Historical]: The expenditure of public funds or the grant of permission by a public body to undertake change in the physical character of property on a resource site, except for the repair or maintenance of existing public improvements. (9/18)

Manufactured Home: A home, a structure with a Department of Housing and Urban Development label certifying that the structure is constructed in accordance with the National Housing Construction and Safety Standards Act of 1974 (42 U.S.C. 5401 et seq.), as amended August 22, 1981 and constructed after June 15, 1976. (5/98)

Manufactured Home [Flood]: A structure, transportable in one or more sections, which is built on a permanent chassis and is designed for use with or without a permanent foundation when connected to the required utilities. For flood plain management purposes, the term "manufactured home" also includes mobile homes. For insurance and floodplain management purposes, the term "manufactured home" does not include park trailers, travel trailers, and other similar vehicles. (5/98)

Manufactured Home Park: Any place where four or more manufactured homes are located within 500 feet of one another on property under the same ownership, the primary purpose of which is to rent or lease space to any person, or, to offer space free in connection with securing the trade or patronage of such person. A person shall not construct a new manufactured home park or add lots to an existing manufactured home park without approval by the Department of Commerce. "Manufactured home park" does not include a lot or lots located within a subdivision

being rented or leased for occupancy by no more than one manufactured home per lot if the subdivision was approved pursuant to this Ordinance. (5/98)

Manufactured home park or subdivision [Flood]: A parcel (or contiguous parcels) of land divided into two or more manufactured home lots for rent or sale. (5/98)

Marijuana Grow Site: A Marijuana Grow Site that is registered by the Oregon Health Authority Under ORS 475.304 or applicable state law at a specific location used by a grower to produce marijuana for medical use by specific qualifying patients. (10/14)

Marijuana Processor: A Marijuana Processor means a person who processes marijuana items in this state and is licensed by the Oregon Liquor Control Commission under applicable state law. (1/16)

Marijuana Producer: A Marijuana Producer means a person who produces marijuana in this state and is licensed by the Oregon Liquor Control Commission under applicable state law. (1/16)

Marijuana Retailer: A Marijuana Retailer is a person who sells marijuana items to a consumer in this state and is licensed by the Oregon Liquor Control Commission under applicable state law. (1/16)

Marijuana Wholesaler: A Marijuana Wholesaler means a person who purchases marijuana items in this state for resale to a person other than a consumer and is licensed by the Oregon Liquor Control Commission under applicable state law. (1/16)

Master Plan: A presentation showing the ultimate development lay-out of a parcel or property that is to be developed in successive stages or subdivisions. (5/98)

Mean sea level [Flood]: For purposes of the National Flood Insurance Program, the National Geodetic Vertical Datum (NGVD) of 1929 or other datum, to which base flood elevations shown on a community's Flood Insurance Rate Map are referenced. (5/98)

Medical Marijuana Facility or Facilities: A Medical Marijuana Facility that is registered by the Oregon Health Authority under ORS 475.300-475.346 or other applicable state law and that sells, distributes, transmits, gives, dispenses or otherwise provides Medical Marijuana to qualifying patients. *In addition, as allowed by state law and applicable regulation only, "early sales" of recreational marijuana is permitted.**
*(THIS AMENDMENT SUNSETS ON DECEMBER 31, 2016 AND IS OF NO FORCE OR EFFECT AFTER SUCH DATE). (10/15)

Message Sign [Sign]: A sign which can change its message electronically and is designed to display various messages, including but not limited to signs displaying time and temperature. (5/98)

Mini-Storage Warehouse: An area or areas located within an enclosed building or structure used only in connection with the storage of personal property. (5/98)

Mobile Food Vendor: A non-permanent use that typically is a truck, van, or trailer which have their wheels intact and have been outfitted to prepare and serve food. (9/16)

Mobile home [Flood]: A vehicle or structure, transportable in one or more sections, which is eight feet or more in width, is 32 feet or more in length, is built on a permanent chassis to which running gear is or has been attached, and is designed to be used as a dwelling with or without permanent foundation when connected to the required utilities. Such definition does not include any recreational vehicle as defined by this Section. (5/98)

Modular or Prefabricated Home: A dwelling unit whose components are assembled and brought to the site and erected. The dwelling unit is intended and designed to be placed upon a permanent foundation and substantial construction is needed before it is complete and ready for permanent occupancy. Modular or prefabricated homes are regulated by the Uniform Building Code (UBC). (5/98)

Motel: A building or group of buildings on the same lot containing rooms designed for lodging, with our without cooking facilities, which are available for rent and in which each lodging unit has a separate entrance from the building exterior. The term includes auto courts, tourist courts, tourist homes, and motor lodges. (5/98)

Multi-Faced Sign

Multi-faced Sign [Sign]: A sign which has 2 or more identical sign faces, contained in a single sign structure. (5/98)

Multi-family Dwelling [Sign]: A residential structure or complex of structures which include 3 or more separate dwelling units, whether rented or owned by the occupants. (5/98)

Mural [Sign]: An illustration (with or without words or numbers) which is painted or otherwise applied (without projections) to an outside wall of a structure, or, inside the window of a structure. (5/98)

Natural Register Resource: Buildings, structures, object, sites, or districts listed in the National Register of Historic Places pursuant to the National Historic Preservation Act of 1966 (PL 89-665; 16 U.S.C. 470). (9/18)

Neighborhood Activity Center: A use, or combination of uses, which is a common destination or focal point for community activities, including primary and secondary schools, neighborhood parks and playgrounds and shopping centers. (5/98)

Neighborhood Association: An association recognized by the City Council as being a Neighborhood Association in accordance with the Neighborhood Association Ordinance. (5/98)

New Construction: Structures for which construction was initiated on or after the effective date of this Ordinance. (5/98)

New Construction [Flood]: Structure(s) for which the start of construction commenced on or after the original effective date of the Floodplain Overlay Zone. (5/98)

Nonconforming Sign [Sign]: Any sign which lawfully exists prior to the effective date of this chapter but, which due to the requirements adopted herein, no longer complies with the height, area and placement regulations or other provisions of these regulations. (5/98)

Non-Conforming Structure or Use: A lawfully existing structure or use at the time this Ordinance, or any amendments, becomes effective, which does not conform to the requirements of the zone in which it is located. (5/98)

Notification Area: An area bounded by a line, parallel to the boundary of a subject lot. As used in this section "subject lot" includes not only the lot that is the subject of the proceeding for which notice is required, but also includes any contiguous lot in which any applicant or owner of the subject lot has either sole, joint, or common ownership, or an option to purchase, in whatever form. In the event that the application does not apply to the entire lot, the boundary of the notification area shall be measured from the lot line, not the boundary of the portion of the lot. (5/98)

Notification List: A certified list prepared by a Title Company, the Marion County Assessor's Office or the City which includes the names and addresses of all property owners within the notification area as shown in the County Assessor's records. (5/98)

Nudity or nude [Adult]: Being devoid of an opaque material covering the human genitals, pubic region, buttocks, and female breasts below a point immediately above the top of the areola and where such opaque material does not simulate the organ covered. (5/98)

Nursing Home: A home, place or institution which operates and maintains facilities providing convalescent and/or nursing care for period exceeding 24 hours. Convalescent care may include, but is not limited to, the procedures commonly employed in the nursing and caring for the aged and includes rest homes and convalescent homes, but does not include a boarding home for the aged, a retirement home, hotel, hospital, or a chiropractic facility licensed under ORS. (5/98)

Obstruction [Flood]: Any dam, wall, wharf, embankment, levee, dike, pile, abutment, projection, excavation, channel bridge, conduit, culvert, building, wire,

fence, rock, gravel, refuse, fill, structure or matter in, along, across or projecting into any channel, watercourse, or regulatory flood hazard area which may impede, retard or change the direction of the flow of water, either in itself or by catching or collecting debris carried by such water, or that it is placed where the flow of water might carry the same downstream to the damage of life or property. (5/98)

Official Zoning Map: The map which indicates the zones in the City of Keizer. (5/98)

Original Jurisdiction: The authority and responsibility for rendering the first decision in a land use proceeding. (5/98)

Owner: The owner of record of real property as shown on the latest tax rolls or deed records of the county, or a person who is purchasing a parcel or property under written contract. (5/98)

Owner [Sign]: As used in these regulations, "owner" means owner or lessee of the sign. If the owner or lessee of the sign cannot be determined, then "owner" means owner or purchaser of the land on which the sign is placed. (5/98)

Parcel: A unit of land that is created by a partitioning of land. (5/98)

Parking Lot or Area: An open area, building or structure, other than a street or alley, used for the parking of automobiles and other motor vehicles and available for use by persons patronizing a particular building, establishment or area. (5/98)

Parking Space: A designated space in a parking lot or area for the parking of one motor vehicle. (5/98)

Partial Harvesting of Timber [Greenway]: A timber harvest that leaves at least 25 percent of the trees at least 6 inches DBH standing beyond the vegetative fringe. (5/98)

Partition: To divide an area or tract of land into two or three parcels within a calendar year when such area or tract of land exists as a unit or contiguous units of land under single ownership at the beginning of such year. "Partition" does not include:

1. Divisions of land resulting from lien foreclosures, divisions of land resulting from contracts for the sale of real property, and divisions of land resulting from the creation of cemetery lots; or,

2. Any adjustment of a lot line by the relocation of a common boundary where an additional parcel is not created and where the existing parcel reduced in size by the adjustment is not reduced below the minimum lot size established by any applicable zoning ordinance; or,

3. A sale or grant by a person to a public agency or public body for state highway, county road, or other right-of-way purposes provided that such road or right-of-way complies with the applicable comprehensive plan and ORS 215.213 (2)(q) to (s) and 215.283 (2)(p) to (r). (5/98)

Pedestrian Circulation System: Pedestrian connection(s) between building entrance(s) of the proposed development and adjacent street(s), the parking area, and the existing or future development on adjacent properties. (5/98)

Pedestrian Facilities: Improvements which provide for public pedestrian foot traffic including sidewalks, walkways, crosswalks and other improvements, such as lighting or benches, which provide safe, convenient and attractive walking conditions. (5/98)

Pedestrian Scale Lighting: Light standards or placement no greater than 14 feet in height located along walkways. (5/98)

Permit (noun): Any action granting permission to do an act or to engage in activity where such permission is required by this Ordinance. (5/98)

Permitted Use: Those uses permitted in a zone that are allowed without obtaining a conditional use permit. (5/98)

Person: Every natural person, firm, partnership, association, social or fraternal organization, corporation, estate, trust, receiver, syndicate, branch of government, or any other group or combination acting as a unit. (5/98)

Pet: A domestic animal customarily kept, and cared for, by the occupants of a dwelling for personal pleasure, and which are not raised for food, fur, or monetary gain. Typically, dogs, cats, birds and other small mammals and reptiles, but not including fowl, herd animals, pigs, goats or horses of any type or breed. (5/98)

Place of Public Assembly: Structure or place where 50 or more people gather which the public may enter for such purposes as deliberation, education, worship, shopping, entertainment, amusement, awaiting transportation or similar activity. (5/98)

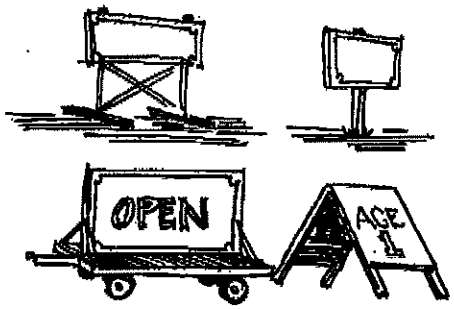
Plan Map: An officially adopted map of the City, including urban growth boundary, showing land use designations identified in the Comprehensive Plan. (5/98)

Planned Unit Development: A type of development of a site which, as a single project, is based on a design which incorporates all elements of land, structures and uses in conformance with the applicable standards of this Ordinance. (5/98)

Planning Commission: The Planning Commission of Keizer, Oregon. (5/98)

Plat: The final map which is a diagram, drawing, re-plat or other writing containing all the descriptions, locations, specifications, dedications, provisions, and information concerning a subdivision or partition. (5/98)

Portable Sign [Sign]: Any sign that is not originally designed to be permanently affixed to a building, structure, or the ground. A sign originally designed, regardless of its current modification, to be moved from place to place. These signs primarily include, but are not limited to, A-frame or sandwich board signs, signs attached to wood or metal frames and designed to be self supporting and movable, and also including trailer reader boards. Portable signs are not to be considered temporary signs as defined and used in this chapter. (5/98)



Portable Signs

Primary Building Façade:
Primary building façade means the side of a building that faces the street and has a main pedestrian entrance from the street. (01/02)

Professional Office: An office occupied by an accountant, architect, attorney-at-law, engineer, surveyor, city or regional planner, insurance agent, real estate broker, landscape architect, or practitioner of the human healing arts, or other professional business similar in type, scale and character. (5/98)

Property Line Adjustment: The realignment of a common boundary between two or more abutting lots or parcels which does not involve the creation of a new lot or parcel. (6/16)

Projecting Sign

Projecting Signs [Sign]: A sign the face of which is not parallel to the wall on which it is mounted, projecting more than 12 inches from a structure. (5/98)

Public Facilities and Services: Projects, activities, and facilities which are necessary for the public health, safety, and welfare. These may include, but are not limited to, water, gas, sanitary sewer, storm sewer, electricity, telephone and wire communication service, and cable television service lines, mains, pumping stations, reservoirs, poles, underground transmission facilities, substations, and related physical facilities which do not include buildings regularly occupied by employees, parking areas, or vehicle, equipment or material storage areas. (5/98)

Quasi-Judicial Review: A decision affecting land use within the City which requires the interpretation and/or amendment of existing standards or maps contained in this Ordinance. (5/98)

Ramada: A stationary structure having a roof extending over a manufactured home, which may also extend over a patio or parking space and is used principally for protection from the elements. (5/98)

Real Estate Sign [Sign]: A sign for the purpose of rent, lease, sale, etc. of real property, building opportunities, or building space. (5/98)

Rear Lot Line: See "Lot Line, Rear." (5/98)

Recreational Vehicle [RV Park]: A unit, with or without motive power, which is designed for human occupancy and intended to be used for recreational or temporary living purposes. (5/98)

Recreational vehicle includes:

1. Camping Trailer: A non-motorized vehicle unit mounted on wheels and constructed with sides that can be collapsed when the unit is towed by another vehicle. (5/98)
2. Motor Home: A vehicular unit built on or permanently attached to a motorized vehicle chassis cab or van which is an integral part of the complete vehicle. (5/98)
3. Travel Trailer: A vehicular unit without motive power which has a roof, floor, and sides and is mounted on wheels and designed to be towed by a motorized vehicle, but which is not of such size or weight as to require special highway movement permits. (5/98)
4. Truck Camper: A portable unit which has a roof, floor, and sides and is designed to be loaded onto and unloaded out of the bed of a truck or pick-up truck. (5/98)
5. Boat, licensed or unlicensed, including trailer. (5/98)
6. All-terrain vehicle (ATV). (5/98)

Recreational vehicle [Flood]: A "camper," "motor home," "travel trailer," as defined in ORS 801.180, 801-350, and 801-565 that is intended for human occupancy and is equipped with plumbing, sinks, or toilet, and does not meet the definition of a Mobile Home (Flood), of this Section. (5/98)

Recreational Vehicle Park [RV Park]: Any area operated and maintained for the purposes of providing space for overnight use by recreational vehicles. (5/98)

Recreational Vehicle Space [RV Park]: The area under a parked and occupied recreational vehicle. (5/98)

Recycling Depot: A area used for the collection, sorting, and temporary storage of non-putrescible waste and discarded materials which are taken elsewhere to be re-used or recycled. This definition does not include drop stations. (5/98)

Repair: The reconstruction or renewal of any part of an existing building for the purpose of its maintenance. The word "repair" or "repairs" shall not include structural changes. (5/98)

Residential Facility: A facility licensed by or under the authority of the Department of Human Resources under ORS 443.400 to 443.460 which provides residential care alone or in conjunction with treatment or training or a combination thereof for six to fifteen individuals who need not be related. Staff persons required to meet Department of Human Resources licensing requirements shall not be counted in the number of facility residents, and need not be related to each other or to and resident of the residential facility. (5/98)

Residential Home: A home licensed by or under the authority of the Department of Human Resources under ORS 443.400 to 443.825 which provides residential care alone or in conjunction with treatment or training or a combination thereof for five or fewer individuals who need not be related. Staff persons required to meet Department of Human Resources licensing requirements shall not be counted in the number of facility residents, and need not be related to each other or to any resident of the residential facility. (5/98)

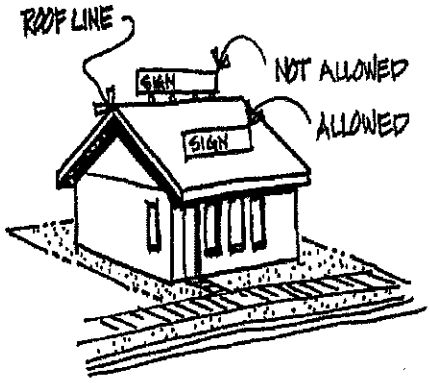
Resource [Historical]: A site, object, building, or structure designated by the Council under Section 2.127.04. (9/18)

Retail Trade: The process of selling to the consumer for direct consumption and not for resale. (5/98)

Right-of-Way: The full length and width of a public street or way, planned or constructed. (5/98)

Roof Line [Sign]: Either the eaves of the roof or the top of the parapet, at the exterior wall. A "mansard roof" is below the top of a parapet and is considered a wall for sign purposes. (5/98)

Roof Sign [Sign]: A sign or any portion of which is displayed above the highest point of the roof, whether or not such sign also is a wall sign. (5/98)



Roof Line & Roof Sign

Rooming and Boarding House: A residential building or portion thereof with guest rooms, providing lodging, or lodging and meals, for 3 or more persons for compensation. (5/98)

Rotating/Revolving Sign [Sign]: A sign, all or a portion of which, moves in some manner. (5/98)

School, Elementary, Middle School, or High School: An institution, public or parochial, offering instruction in the several branches of learning and study, in accordance with the rules and regulations of the State Department of Education. (5/98)

School, Trade or Commercial: A building where the instruction is given to pupils for a fee, which fee is the principal reason for the existence of the school. (5/98)

Scrap and Waste Materials Establishment: An business that is maintained, operated or used for storing, keeping, buying or selling old or scrap copper; brass, rope, rags, batteries, paper, rubber, or debris; waste or junked, dismantled, wrecked, scrapped, or ruined motor vehicles or motor vehicle parts (except wrecking yards), iron, steel, or other old scrap metal or non-metal materials. Scrap and waste materials establishments does not include drop stations, solid waste transfer stations, or recycling depot. (5/98)

Semi-Public Use: A structure or use intended for a public purpose by a non-profit organization. (5/98)

Serial additions, alterations or expansions: Two or more additions, alterations or expansions to the existing building gross floor area and/or impervious surface area within a 3-year time period. (12/03)

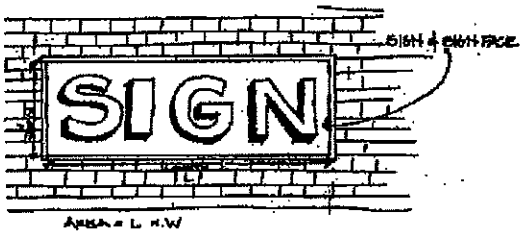
Service Station: A site and associated buildings designed for the supplying of motor fuel, oil, lubrication and accessories to motor vehicles, but excluding major repair and overhaul. "Major repair and overhaul", as used in this definition, shall be considered to include such activities at painting, bodywork, steam cleaning, tire recapping, and major engine or transmission overhaul or repair involving the removal of a cylinder head or crankcase. (5/98)

Setback: The distance between a specified lot line and the foundation or exterior wall of a building or structure. (5/98)

Side Lot Line: See "Lot Line, Side." (5/98)

Sign [Sign]: Any writing, including letter, word, or numeral; pictorial presentation, including mural, illustration or decoration; emblem, including device, symbol or trademark; flag, including banner or pennant; or any other device, figure or similar thing which is a structure or any part thereof, or is attached to, painted on, or in any other manner represented on a building or structure or device; and is used to announce, direct attention to, or advertise; and is visible from any public right-of-way. (5/98)

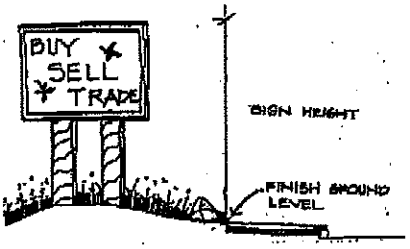
Sign Face [Sign]: Surface of a sign containing the message. The sign face shall be measured as set forth in Section 15.10(2). (5/98)



Sign Face

Sign Height [Sign]: The distance from the finish ground level, to the top of the sign or the highest portion of the sign structure or frame, whichever is greater. (5/98)

Sign Structure [Sign]: The supports, uprights, braces, framework and other structural components of the sign. (5/98)



Sign Height

Site, Development, or Complex: A group of structures or other development that is functionally or conceptually integrated, regardless of the ownership pattern of the development or underlying land. (5/98)

Solid Waste Transfer Station: A fixed or mobile facility, used as an adjunct to collection vehicle(s), resource recovery facility, disposal site between the collection of the waste/solid waste and disposal site, including but not limited to, another vehicle, a concrete slab, pit, building, hopper, railroad gondola or barge. The term does not include a self-propelled compactor type solid waste collection vehicle into which scooters, pick-ups, small packers or other satellite collection vehicles dump collected solid waste for transport to a transfer, disposal, landfill or resource recovery site or facility. (5/98)

Space, Manufactured Home: An area or lot reserved exclusively for the use of a manufactured home occupant. This definition excludes individual lots within a subdivision. (5/98)

Special Permitted Use: A use which is a permitted use in a particular zone subject to compliance with the applicable standards of Section 2.400. (5/98)

Specified sexual activities [Adult]: Real or simulated acts of sexual intercourse, human/animal sexual intercourse, masturbation, sadomasochistic abuse, sodomy or the exhibition of human organs in a simulated state, or the characterization thereof in a printed or visual form, or fondling or other erotic touching of human genitals, pubic region, buttocks, or female breasts. (5/98)

Standard Industrial Classification (SIC): The document so entitled, published in 1987 by the Office Management and Budget, and used in this Ordinance to identify land uses. (5/98)

Start of Construction: The actual start of construction, repair, reconstruction, placement or other improvement. (5/98)

Start of Construction [Flood]:

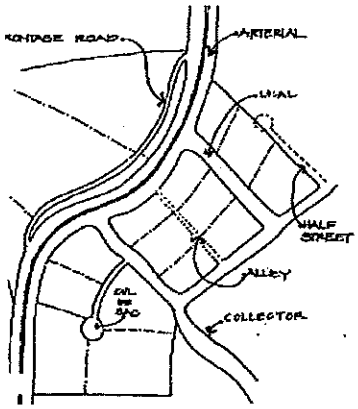
1. The first placement or permanent construction of a structure (other than a mobile/manufactured home) on a site, such as the pouring of slabs or footings or any work beyond the stage of excavation. Permanent construction does not include land preparation, such as clearing, grading, and filling, nor does it include the installation of streets and/or walkways; nor does it include excavation for a basement, footings, piers or foundations or the erection of temporary forms; nor does it include the installation on the property of accessory buildings, such as garages or sheds not occupied as dwelling units or not used as part of the main structure. (5/98)

2. For a structure (other than a mobile/manufactured home) without a basement or poured footings, the "start of construction" includes the first permanent framing or assembly of the structure or any part thereof on its piling or foundation. (5/98)

3. For mobile/manufactured homes not within a mobile/manufactured home park or manufactured home subdivision, "start of construction" means affixing of the mobile/manufactured home to its permanent site. For mobile/manufactured homes within mobile/manufactured home parks or manufactured home subdivisions, "start of construction" is the date on which the construction of facilities for servicing the site on which the mobile/manufactured home is to be affixed (including at a minimum, the construction of streets with final site grading or the pouring of concrete pads, and installation of utilities) is completed. (5/98)

Story: That portion of a building included between the upper surface of any floor and the upper surface of the floor next above, except that the top-most story shall be that portion of a building included between the upper surface of the top-most floor and the ceiling or roof above. Any basement, as defined herein, that is habitable shall be deemed a story for the purpose of administering all fire, life, safety codes including the Uniform Fire Code. (5/98)

Street: The entire width between the boundary lines of every way of travel which provides for ingress and egress for vehicular and pedestrian traffic and the placement of utilities to one or more lots, parcels, areas, or tracts of land. Streets shall follow the locally adopted street designations. A private way created to provide ingress and egress to land in conjunction with the use of such land for forestry, mining, or agricultural purposes is excluded from this definition. (5/98)



Street Types

1. Alley: A narrow street through a block used primarily for access by service vehicles to the back or side of properties fronting on another street. (5/98)

2. Arterial: A street of considerable continuity which is used primarily for through traffic and interconnection between major areas of the City. (5/98)
3. Collector: A street supplementary to the arterial street system, used partly by through traffic and partly for access to abutting properties. (5/98)

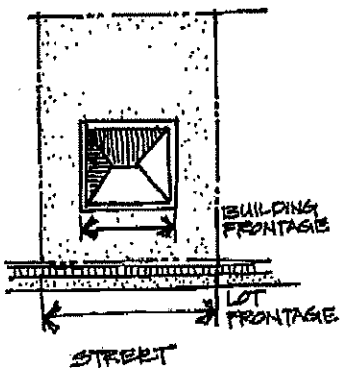
4. Cul-de-sac (dead-end): A short street with one end open to traffic and the other terminated by a vehicle turn-around. (5/98)

5. Half Street: A portion of the width of a street, usually along the edge of a subdivision, where the remaining portion of the street could be provided in another subdivision of development. (5/98)

6. Frontage Road, Marginal Access Road: A service road parallel and adjacent to a major arterial street providing access to abutting properties, but protected from through traffic. (5/98)

7. Local Street: A street intended primarily for access to abutting properties, but protected from through traffic. (5/98)

8. Private Access Easement: A right-of-way across private property granted by the property owner to owners of one or more lots and allowing vehicles access from a street or roadway to those lots. (5/98)



Street & Building Frontage

Street Frontage [Sign]: That portion of a property which abuts a paved street right-of-way and measured by the lineal distance of the property adjacent to such right-of-way. (5/98)

Structural Alteration: Any change to the supporting members of a structure, including foundation bearing walls or partitions, columns, beams or girders, or any structural change in the roof or in the exterior walls. (5/98)

Structure: That which is built or constructed, an edifice or building of any kind, or a piece of work artificially built up or composed of parts joined together in some definite manner. (5/98)

Structure [Flood]: Roofed buildings that have two or more walls, and gas or liquid storage tanks that are principally above ground. (5/98)

Subdivide: To divide an area or tract of land into four or more parcels within a calendar year for the purpose of transfer of ownership or building development, whether immediate or future, when such parcel exists as a unit or contiguous units under a single ownership as shown on the tax roll for the year preceding the division of property. (5/98)

Subdivision: All divisions of property which create four or more lots in a single calendar year. (5/98)

Subject Property: The lot or parcel that is the location of the proposed use or structure. (5/98)

Substantial Improvement [Flood]: Any repair, reconstruction, addition, rehabilitation or other improvements of a structure, the cost of which exceeds 50% of the market or assessed value of the structure before the start of construction of the improvement:

1. Before the improvement or repair is started; or

2. If the structure has been damaged and is being restored, before the damage occurred. For purposes of this definition, "substantial improvement" is considered to occur when the first alteration of any wall, ceiling, floor or other structural part of the building commences whether or not that alteration affects the external dimensions of the structures. The term does not include:

    a. Any project to correct existing violations of state or local health, sanitary, or safety code specifications which have been identified by the local building code enforcement official and which are the minimum necessary to assure safe living conditions, or

    b. Any alteration of a structure listed on the National Register of Historic Places or State Inventory of Historic Places, provided, the alteration will not preclude the structure's continued designation as an historic structure. (5/98)

Substantial or significant portion [Adult]: More than 10 percent of the total cost of the inventory of merchandise for sale in the establishment, whether at wholesale or retail, or more than 10 percent of the establishment's gross sales per month, whether wholesale or retail, or more than 10 percent of a film or video or live performance. (5/98)

Temporary Business: A business of a temporary nature authorized through a Temporary Business Permit issued by the City of Keizer. (12/03)

Temporary Sign [Sign]. A sign not permanently affixed to a structure on a property. These signs primarily include, but are not limited to, canvas, cloth, or paper banners

or posters hung on a building wall or on a permanent pole such as on a free-standing sign support. (5/98)

Temporary Use: A primary, secondary, or accessory use that occurs on a lot for less than 6 months in any calendar year, or a lesser period as prescribed by this Ordinance. (5/98)

Trailer (Travel or Vacation): See Recreational Vehicle. (5/98)

Transit Facilities: Transit related improvements including, but not limited to, bus pullouts, shelters, waiting areas, information and directional signs, benches and lighting. (5/98)

Transit Route: An existing or planned route for public intra-city or intra-urban transit service in the local or regional transit plan. Transit routes do not include temporary routes or routes which are planned to be replaced or relocated in the relevant plan. Transit routes are also referred to as transit streets and transit corridors. (5/98)

Transit Stop: Improvements and facilities at selected points along transit routes for passenger pick-up, drop-off, and waiting. Facilities and improvements may include shelters, benches, pavement, sign structures and other improvements to provide security, protection from the weather and access to nearby services. (5/98)

Transit Street: All streets designated by the adopted Transportation Plan as a major or minor arterial street plus any street used as an existing bus route. (5/98)

Transmission Facility: High voltage power lines and related support structures used to convey electricity from a power generator facility to electric substations along a line or corridor. (5/98)

Transmission Towers: A single structure and related unoccupied buildings transmitting or relaying electronic signals to the surrounding area or along a communication corridor including radio and television transmitters and microwave relay station. (5/98)

Travel Trailer Parks: Recreational Vehicle Park. (5/98)

Urban Growth Boundary: An adopted boundary around the City which defines the area in which the City expects to grow, where public facilities will be extended, and where joint planning responsibilities are exercised with Marion County. (5/98)

Uniform Building Code (UBC): The code of building design and construction standards adopted by the City of Keizer. (5/98)

Use: The purpose for which land or a structure is designed, arranged or intended, or, for which it is occupied or maintained. (5/98)

Utility: See "Public Facilities and Services." (5/98)

Vanpool: A group from 5 to 15 commuters, including the driver, who share the ride to and from work or other destinations on a regularly scheduled basis. (5/98)

Vegetative Fringe [Greenway]: A line generally parallel with the water line at least 30 feet upland from the ordinary high water mark including riparian and other vegetation screening upland development or activity areas from visibility from the water surface in the summer months. (5/98)

Vehicle: For purpose of this Ordinance vehicle shall have the same meaning as the definition in the rules and regulations of the Oregon Department of Transportation Driver and Motor Vehicle Division. (5/98)

Veterinary Clinic: A facility designed to contain treatment and temporary care facilities for domestic animals, including both pets and farm animals, under the direction of a licensed veterinarian. (5/98)

Vision Clearance Area

Vision Clearance Area: A triangular area at the intersection of two streets, or a street and a driveway, two sides of which are lines measured from the corner intersection for a specific distance. The third side of the triangle is a line across the corner of the lot joining the ends of the other two sides. Where the lines at the intersections have rounded corners the lines will be extended in a straight line to a point of intersection. The vision clearance area shall be measured from the face of the curb and extend at right angles the designated distance in both directions along the intersection. Where there is no curb, the vision clearance area shall be measured from the edge of the pavement and extend at right angles for the appropriate distance in both directions along the intersection. (5/98)

Wall Sign [Sign]: A sign attached to, erected against or painted on a wall of a building or structure, with the exposed face of the sign in a plane approximately parallel to the face of said wall and not projecting more than 12 inches. A sign painted on an awning in which the face of the sign is approximately parallel to and within 3.5 feet of the wall shall also be considered a wall sign. (5/98)

Warehouse: A place for the safekeeping of goods and materials for an industrial or commercial enterprise (also see "Mini-Storage Warehouse). (5/98)

Water-Dependent [Greenway]: A use or activity which can be carried out only on, in or adjacent to water areas because the use requires access to the water body for water-borne transportation, recreation, energy production, or source of water. (5/98)

Water-Related [Greenway]: Uses which are not directly dependent upon access to a water body, but which provide goods or services that are directly associated with water-dependent land or waterway use, and which, if not located adjacent to water, would result in a public loss of quality in the goods or services offered. Except as necessary for water-dependent or water-related uses or facilities, residences, parking lots, spoil and dump sites, roads and highways, restaurants, businesses, factories and trailer parks are not generally considered dependent on or related to water location needs. (5/98)

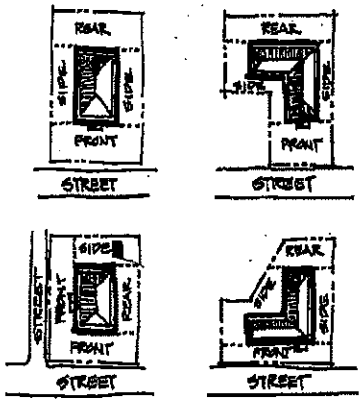
Watercourse [Flood]: A natural or artificial channel in which a flow of water occurs either continually or intermittently in identified floodplain. (5/98)

Wholesale Trade: The bulk sale of goods for resale to a person other than the direct consumer. (5/98)

Wrecking Yard: Property used for the business of buying, selling or dealing in vehicles and parts for the purpose of wrecking, dismantling, disassembling and offering for sale a used vehicle or components, and is licensed under the laws of the State for that purpose. "Vehicles" include all means of transportation that are registered with the Department of Motor Vehicles. (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; but no structures may encroach on any easement. (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; but no structures may encroach on any easement. (5/98)



Yards

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; but no structures may encroach on any easement. (5/98)

Zero Lot Line Wall:
Zero lot line wall means any exposed building wall that is constructed along the lot line as part of a zero lot line development and is visible from the public right-of-way or access easement. This definition includes any building wall that may be part of a zero lot line development and set off the property line but closer to the property line than would normally be required by yard or setback requirements of the zone. (01/02)

Zero Side Yard Dwelling Unit: An attached or detached dwelling unit constructed contiguous to a side lot

Zero Side Yard Dwelling Unit

2.102 SINGLE FAMILY RESIDENTIAL (RS)

2.102.01 Purpose

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. These areas are designated as Low Density Residential in the Comprehensive Plan. (5/98)

2.102.02 Permitted Uses

The following uses, when developed under the applicable development standards in this Ordinance, are permitted in the RS zone:

A. **Detached single family dwelling** on a lot. (5/98)

B. **Residential homes**. (5/98)

C. **Family day care provider**, for 16 or fewer children consistent with state regulations. (4/16)

D. **Public or private utility substation**, but excluding communication towers and electrical substations. (5/98)

E. **Child foster home** for five or fewer children.(6/99)

2.102.03 Special Permitted Uses

The following uses, when developed under the applicable development standards in this Ordinance and special development requirements, are permitted in the RS zone:

A. **Partitions**, subject to the provisions in Section 2.310. (5/98)

B. **Subdivision**, subject to the provisions in Section 2.310. (5/98)

C. **Planned unit development**, subject to the provisions in Section 2.311. (5/98)

D. **Accessory structures** and uses prescribed in Section 2.203.02. (5/98)

E. Transit Facilities (Section 2.305). (Ordinance No. is 2009-586, 5/09)

F. The following special uses subject to the applicable standards in Section 2.400. (5/98)

1. **Duplex** on a corner lot (Section 2.403). (5/98)

2. **Shared housing** Facilities (Section 2.403). (5/98)

3. **Zero side yard dwelling** units (Section 2.404). (5/98)

4. **Home occupations** (Section 2.407). (5/98)

5. **Residential sales offices** (Section 2.409). (5/98)

6. **Public golf course** (7992) or membership recreation club having golf course (7997) (Section 2.410). (5/98)

7. **House of Worship** (Section 2.423). (5/98)

8. **Manufactured homes** on individual lots (Section 2.402). (5/98)

9. **Recreational vehicle storage** space (Section 2.413). (5/98)

10. **Electrical substation** (Section 2.426) (5/98)

11. **Wireless Telecommunication Facilities (Section 2.427)** (5/98)

12. **Manufactured home parks** (Section 2.405). (5/98)

13. **Public Water Supply** (Section 2.430) (06/10)

2.102.04 Conditional Uses

The following uses may be permitted subject to obtaining a conditional use permit. Development of the site may also require compliance with development standards in Section 2.4. (5/98)

A. **Elementary schools** (Section 2.424). (5/98)

B. **Public parks, playgrounds, community clubs** including swimming, tennis and similar recreation facilities; and other public or semi-public uses. (5/98)

C. **Civic, social and fraternal organizations** (864). (5/98)

D. **Day care facility** for 17 or more children consistent with state regulations. (4/16)

E. **Bed and breakfast establishment** (Section 2.408). (5/98)

F. **Use of a mobile home as a temporary hardship dwelling** (Section 2.406) (5/98)

G. **Child foster home** for six, seven or eight children, providing such home:

1. Is properly accredited by the Council on Accreditation on Child and Family Programs;
2. Be located on a lot of no less than 16,000 square feet;
3. The lot shall be located on an arterial or major collector street;
4. Shall be no less than 2,400 square feet in size, excluding attached garages, carports, patios, and all unfinished space;
5. Shall have setbacks for all structures of no less than 16 feet on each side and 30 feet along the back of the property;
6. Shall have usable paved off-street parking for no less than 6 vehicles, plus one additional usable off-street paved parking space is to be provided for each foster child that owns or is the principal driver of any vehicle;
7. At least on half of the lot area (no less than 8,000 square feet) shall consist of open space, grass and landscaping, including landscaping area at least 8 feet wide for permanent visual screening along the sides and back of the property. (which landscaping along sides and back of the property shall be designed for a minimum height of no less than 6 feet after five years) Decks, patios, paved areas, and parking areas, (paved or unpaved) shall not be included when calculating the amount of required open space, grass and landscaping.
8. Is not located within one-half (1/2) mile of another child foster home of six to eight children, as measured between the closest lot lines of the existing child foster home and the proposed child foster home.

All child foster homes shall meet all applicable laws and regulations, including, but not limited to, applicable building codes.(6/99)

H. Transit Station (Section 2.429). (5/09)

I. Cottage Cluster Development with or without the creation of any new lots (Section 2.432). (6/14)

2.102.05 Dimensional Standards

The following dimensional standards shall be the minimum requirements for all development in the RS Zone except for modifications permitted under Section 2.202, General Exceptions or as required in Section 2.4. (5/98)

A. Minimum Lot Dimension and Height Requirements

DIMENSION	Residential Uses	Non-Residential Uses
Lot Size	4000 square feet (1)	(2)
Average Width	40 feet	None
Average Depth	70 feet	None
Maximum Height	35 feet	(3)

(1) Newly created lots or parcels less than 5000 square feet in area shall be limited to zero lot line dwellings (2.404). (5/98)

(2) Parcel size shall be adequate to contain all structures within the required yard setbacks. (5/98)

(3) 50 Feet - Required setbacks shall increase 1 foot for every foot the height exceeds 35 feet. (5/98)

B. Minimum Yard Setback Requirements

SETBACKS	Residential Uses	Non-Residential Uses
Front (5)	10 feet	20 feet
Side	5 feet (1)	10 feet
Rear	(2)	20 feet
Street-side (3)	10 feet	20 feet
Garage Entrance (4)	20 feet	20 feet

(1) Zero side yard dwelling units are subject to the setback provisions in Section 2.404. (5/98)

(2) The rear yard setback shall be as follows: 14 feet for a 1-story home; 20 feet for a 2-story home. (5/98)

(3) Setbacks are measured from property lines, not easement lines. However, no structure shall be placed any closer than five feet from the edge of an access easement or 20 feet from the right-of-way of an arterial or collector street. (5/98)

(4) The garage entrance setback shall be measured from the property line or edge of private access easement to the entrance of the garage. The centerline of the driveway shall be measured if the driveway to the garage entrance is not perpendicular to the property line or private access easement. In no case shall a garage be set back less than the minimum front, side, and rear setbacks. (5/98)

(5) The minimum front setback from an access easement shall be ten (10) feet. (10/15)

C. Proposals to develop properties in RCOD are subject to dimensional standards in Section 2.130.

2.102.06 Development Standards

All development in the RS Zone shall comply with the applicable provisions of this Ordinance. The following includes referenced items as well as additional development requirements:

A. **Off Street Parking**: Parking shall be as specified in Section 2.303. (5/98)

B. **Subdivisions and Partitions**: Land divisions shall comply with provisions of Section 2.310. (5/98)

C. **Yards and Lots**: Yards and lots shall conform to the standards of Section 2.312. (5/98)

D. **Design Standards** - Unless specifically modified by provisions in this Section, buildings located within the RS zone shall comply with the following standards: (5/98)

1. Single family homes shall comply with the design standards in Section 2.314. (5/98)

2. Residential structures with four or more attached dwelling units and non-residential structures shall comply with the provisions in Section 2.315 - Development Standards. (5/98)

E. **Signs**: Signs shall conform to the requirements of Section 2.308. (5/98)

F. **Accessory Structures**: Accessory structures shall conform to requirements in Section 2.313. (5/98)

G. **Landscaping**: A minimum of 30% of the property shall be landscaped, including all required yards. Landscaped areas shall be landscaped as provided in Section 2.309. (5/98)

H. **Lot Coverage**: The maximum coverage allowed for buildings, accessory structures and paved parking shall be 70%. (5/98)

I. **Density**: When RS zoned property is subdivided the minimum density shall be 4 units per acre; the maximum density shall be 8 units per. (6/16)

J. **Number of Buildings**. No more than one primary building shall be located on a lot or parcel. (5/98)

K. Proposals to develop properties in RCOD are subject to development standards in Section 2.130.

2.104 MEDIUM DENSITY RESIDENTIAL (RM)

2.104.01 Purpose

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. RM zones are located in areas designated Medium and High Density Residential in the Comprehensive Plan. 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. (5/98)

2.104.02 Permitted Uses

The following uses, when developed under the applicable development standards in the Ordinance, are permitted in the RM zone:

A. **Detached single family dwelling** on a lot. (5/98)

B. **Residential homes and facilities**. (5/98)

C. **Buildings with two or more dwelling** units. (5/98)

D. **Combination of permitted attached or detached dwellings** on a lot. (5/98)

E. **Family day care provider**, for 16 or fewer children consistent with state regulations. (4/16)

F. **Public or private utility substation**, but excluding communication towers and electrical substations. (5/98)

G. **Child foster home** for five or fewer children.(6/99)

2.104.03 Special Permitted Uses

The following uses, when developed under the applicable development standards in the Ordinance and special development requirements, are permitted in the RM zone:

A. **Partitions**, subject to the provisions in Section 2.310. (5/98)

B. **Subdivision**, subject to the provisions in Section 2.310. (5/98)

C. **Planned unit development**, subject to the provisions in Section 2.311. (5/98)

D. **Accessory structures** and uses prescribed in Section 2.203.02. (5/98)

E. Transit Facilities (Section 2.305). (Ordinance No. is 2009-586, 5/09)

F. The following special uses subject to the applicable standards in Section 2.4:

1. **Shared housing facilities** (Section 2.403). (5/98)
2. **Zero side yard dwelling units** (Section 2.404). (5/98)
3. **Home occupations** (Section 2.407). (5/98)
4. **Bed and breakfast** establishments (Section 2.408). (5/98)
5. **Residential sales offices** (Section 2.409). (5/98)
6. **Public golf course** (7992) or membership recreation club having golf course (7997) (Section 2.410). (5/98)
7. **House of Worship** (Section 2.423). (5/98)
8. **Boat and RV storage** area (Section 2.411). (5/98)
9. **Manufactured home parks** (Section 2.405). (5/98)
10. **Manufactured homes** on individual lots (Section 2.402) (5/98)
11. **Accessory commercial uses** (Section 2.416). (5/98)
12. **Recreational vehicle storage space** (Section 2.413). (5/98)
13. **Electrical substation** (Section 2.426). (5/98)
14. **Wireless Telecommunications Facilities (Section 2.427)** (5/98)
15. **Cottage Cluster Development** without the creation of any new lot (Section 2.432) (6/14)

2.104.04 Conditional Uses

The following uses may be permitted subject to obtaining a conditional use permit:

A. **Schools** (8211) (Section 2.424). (5/98)

B. **Public parks, playgrounds, community clubs** including swimming, tennis and similar recreational facilities, and other public and semi-public uses. (5/98)

C. **Day care facility** for 17 or more children consistent with state regulations. (4/16)

D. **Civic, social and fraternal organizations** (864). (5/98)

E. **Rooming and boarding houses** (702). (5/98)

F. **Water supply** (494). (5/98)

G. **Child foster home** for six, seven or eight children, provided such home:

1. Is properly accredited by the Council on Accreditation on Child and Family Programs;
2. Be located on a lot of no less than 16,000 square feet;
3. The lot shall be located on an arterial or major collector street;
4. Shall be no less than 2,400 square feet in size, excluding attached garages, carports, patios, and all unfinished space;
5. Shall have setbacks for all structures of no less than 16 feet on each side and 30 feet along the back of the property;
6. Shall have usable paved off-street parking for no less than 6 vehicles, plus one additional usable off-street paved parking space is to be provided for each foster child that owns or is the principal driver of any vehicle;
7. At least on half of the lot area (no less than 8,000 square feet) shall consist of open space, grass and landscaping, including landscaping area at least 8 feet wide for permanent visual screening along the sides and back of the property. (which landscaping along sides and back of the property shall be designed for a minimum height of no less than 6 feet after five years) Decks, patios, paved areas, and parking areas, (paved or unpaved) shall not be included when calculating the amount of required open space, grass and landscaping.
8. Is not located within one-half (1/2) mile of another child foster home of six to eight children, as measured between the closest lot lines of the existing child foster home and the proposed child foster home.

All child foster homes shall meet all applicable laws and regulations, including, but not limited to, applicable building codes.(6/99)

H. Transit Station (Section 2.429). (5/09)

I. Residential Care Facilities for more than 15 residents or uses noted in SIC 805 (Nursing and Personal Care Facilities) (Section 2.431) (6/11)

J. Cottage Cluster Development with the creation of new lots (Section 2.432). (6/14)

2.104.05 Dimensional Standards

A. Minimum Lot Dimension and Height Requirements

DIMENSION	Single Family	Duplex	Multi-Family	Non-Residential
Lot Size	4,000 sq. ft. (1)(2)	6,000 sq. ft.	9,000 sq. ft. (3)	(4)
Average Width	40 feet	50 feet	50 feet	None
Average Depth	70 feet	80 feet	80 feet	None
Maximum Height	35 feet	35 feet	35 feet	(5)

(1) Newly created lots or parcels less than 5000 square feet in area shall be limited to zero lot line dwellings (2.404). (5/98)

(2) A single family dwelling attached on one side has a minimum lot area of 3500 square feet, and a single family dwelling attached on both sides has a minimum lot area of 3000 square feet. (5/98)

(3) Multi-family development must comply with the density standard in Section 2.104.06.I. (5/98)

(4) Parcel size shall be adequate to contain all structures within the required yard setbacks. (5/98)

(5) 50 Feet - Required setbacks shall increase 1 foot for every foot the height exceeds 35 feet. (5/98)

B. Minimum Yard Setback Requirements

SETBACKS	Single Family	Duplex	Multi-Family	Non- Residential
Front	10 feet (5)	10 feet (5)	10 feet	20 feet
Side	(1)	5 feet	10 feet	10 feet
Rear	(2)	(2)	(2)	20 feet
Street-side (3)	10 feet	10 feet	10 feet	20 feet
Garage entrance (4)	20 feet (4)	20 feet (4)	20 feet (4)	20 feet (4)

(1) *Zero side yard dwelling units are subject to the setback provisions in Section 2.404.* (5/98)

(2) *The rear yard setback shall be as follows: 14 feet for a 1-story single family home, duplex, or multi-family building; 20 feet for a 2-story single family home, duplex, or multi-family building. Setbacks are to be measured from the architectural rear of the building regardless of the building's orientation to exterior property lines.* (06/07)

(3) *Setbacks are measured from property lines, not easement lines. However, no structure shall be placed any closer than five feet from the edge of an access easement or 20 feet from the right-of-way of an arterial or collector street.* (5/98)

(4) *The garage entrance setback shall be measured from the property line or edge of private access easement to the entrance of the garage. The centerline of the driveway shall be measured if the driveway to the garage entrance is not perpendicular to the property line or private access easement. In no case shall a garage be set back less than the minimum front, side, and rear setbacks.* (5/98)

(5) *The minimum front setback from an access easement shall be ten (10) feet.* (10/15)

C. Proposals to develop properties in RCOD are subject to dimensional standards in Section 2.130.

2.104.06 Development Standards

All development in the RM Zone shall comply with the applicable provisions of this Ordinance. The following includes referenced items as well as additional development requirements:

A. **Off Street Parking**: Parking shall be as specified in Section 2.303. (5/98)

B. **Design Standards** - Unless specifically modified by provisions in this Section, buildings located within the RM zone shall comply with the following standards: (5/98)

1. Single family homes shall comply with the design standards in Section 2.314. (5/98)

2. Residential structures with four or more attached dwelling units, including Cottage Cluster Development, and non-residential structures shall comply with the provisions in Section 2.315 - Development Standards. (6/14)

C. **Subdivisions and Partitions**: Land divisions shall be reviewed in accordance with the provisions of Section 2.310. (5/98)

D. **Yards and Lots**: Yards and lots shall conform to the standards of Section 2.312. (5/98)

E. **Signs**: Signs shall conform to the requirements of Section 2.308. (5/98)

F. **Accessory Structures**: Accessory structures shall conform to requirements in Section 2.313. (5/98)

G. **Landscaping**: A minimum of 25% of the property shall be landscaped, including all required yards. Landscaped areas shall be landscaped as provided in Section 2.309. (5/98)

H. **Lot Coverage**: The maximum coverage allowed for buildings, accessory structures and paved parking shall be 75%. (5/98)

I. **Density**: Subdivisions and multi-family development within the RM zone shall comply with the following density requirements:

1. For property designated Medium Density in the Comprehensive Plan, the minimum density shall be 6 units per acre; the maximum density shall be 10 units per acre. (5/98)

2. For property designated Medium-High Density in the Comprehensive Plan, the minimum density shall be 8 units per acre; the maximum density shall be 22 units per acre. (5/98)

J. Proposals to develop properties in RCOD are subject to development standards in Section 2.130.

2.107 MIXED USE (MU)

2.107.01 Purpose

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. (4/08)

The Mixed Use zone is intended to include a variety of uses identified in this section in relative close proximity to each other as compared to a traditional zone district in which differing uses are segregated. Vertical mixed use is a building in which significant amounts of differing uses are located in the same building with different uses on different floors. While mixed use development is primarily intended to consist of retail or other businesses on the ground floor with housing or office uses on upper stories it is not required that every building within a mixed use area is developed with different uses within it. 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. (4/08)

The Mixed Use zone is suitable for the Medium Density Residential, Medium-High Density Residential and Mixed Use Comprehensive Plan designations. (5/98)

2.107.02 Permitted Uses

The following uses, when developed under the applicable development standards in the Zoning Ordinance, are permitted in the MU zone:

A. **One or more buildings with one or more dwelling units** or guest rooms on a lot. (5/98)

B. **One or more buildings with one or more dwelling units** or guest rooms and one or more other uses allowed in this section on a lot. (5/98)

C. **Residential homes** and facilities. (5/98)

D. **Day care facility** for 17 or more children consistent with state regulations, including Family day care provider for 16 or fewer children consistent with state regulations. (4/16)

E. **Public parks, playgrounds, community clubs** including swimming, tennis and similar recreational facilities, and other public and semi-public uses. (5/98)

F. **Public or private utility substation**, but excluding electrical substation. (5/98)

G. **Landscape counseling and planning** (078). (5/98)

H. **Transportation, Utilities and Communication.** (5/98)

1. **Travel agency** (4722). (5/98)

2. **Communication** (48) BUT EXCLUDING communication services, not elsewhere classified (489). (5/98)

3. **Public utility** structures and buildings. (5/98)

4. Transit Facilities (Section 2.305). (5/09)

I. **Retail Trade**:

Except as allowed under Section 2.107.05.B, the following retail uses shall be limited to buildings of 10,000 square feet or less:

1. **General merchandise stores** (53). (4/08)

2. **Food stores** (54). (4/08)

3. **Apparel and accessory stores** (56). (4/08)

4. **Home furnishing, appliance and equipment stores** (57). (4/08)

5. **Eating and drinking places** (58). (4/08)

6. **Retail**, (59) BUT EXCLUDING non-store retailers (596) and fuel and ice dealers (598). (4/08)

7. Uses listed in 2.107.02.I. through 7 if developed in a vertical mixed use development shall not be considered as a specified use in 2.107.05.E. (10/15)

J. **Business, Professional and Social Services**: The following business and professional and service oriented uses are allowed:

1. **Finance, insurance and real estate** (60, 61, 62, 63, 64, 65, 67). (5/98)

2. **Hotels, motels and lodging** facilities (701). (5/98)

3. **Personal services** (72) BUT EXCLUDING: power laundries, family and commercial (7211), linen supply (7213), dry cleaning plants, except rug cleaning (7216), carpet and upholstery cleaning (7217); and industrial launders (7218). (5/98)

4. **Business services** (73) BUT EXCLUDING disinfecting and exterminating services (7342), building and cleaning services (7349), and equipment rental (735). (5/98)

5. **Watch, clock and jewelry repair** (763). (5/98)

6. **Recreational or athletic clubs.** (5/98)

7. **Health services** (80) BUT EXCLUDING hospitals (806). (5/98)

8. **Legal services** (81). (5/98)

9. **Miscellaneous services** (89). (5/98)

10. **Community or neighborhood clubs.** (5/98)

11. **Parking lots.** (5/98)

12. **Pet Grooming** (6/01)

13. **Veterinary Services** (Section 2.414) (6/15)

K. **Public administration** (91 - 97). (5/98)

2.107.03 Special Permitted Uses

The following uses, when developed under the applicable development standards in the Ordinance and special development requirements, are permitted in the MU zone:

A. **Partitions**, subject to the provisions in Section 2.310. (5/98)

B. **Subdivision**, subject to the provisions in Section 2.310. (5/98)

C. **Planned unit development**, subject to the provisions in Section 2.311. (5/98)

D. **Accessory structures** and uses prescribed in Section 2.203.02. (5/98)

E. The following special uses subject to the applicable standards in Section 2.4:

1. **Shared housing facilities** (Section 2.403). (5/98)

2. **Zero side yard dwelling** units (Section 2.404). (5/98)

3. **Home occupations** (Section 2.407). (5/98)

4. **Bed and breakfast** establishments (Section 2.408). (5/98)

5. **Residential sales offices** (Section 2.409). (5/98)

6. **Public golf course** (SIC 7992) or membership recreation club having golf course (SIC 7997) (Section 2.410). (5/98)

7. **Boat and RV storage** area (Section 2.411). (5/98)

8. **House of Worship** (Section 2.423). (5/98)

9. **Recreational vehicle storage** space (Section 2.413). (5/98)

10. **Electrical substations** (Section 2.426). (5/98)

11. **Wireless Telecommunications Facilities** (Section 2.427). (5/98)

12. **Cottage Cluster Development** without the creation of any new lots (Section 2.432). (6/14)

13. **Mobile Food Vendor** (Section 2.434). (7/17)

2.107.04 Conditional Uses

The following uses may be permitted subject to obtaining a conditional use permit:

A. **Craft Industries**, subject to the provisions in Section 2.421. (5/98)

B. Transit Station (Section 2.429). (5/09)

C. Cottage Cluster Development with the creation of new lots (Section 2.432). (6/14)

2.107.05 Use Restrictions

A. The following uses are not permitted: (4/08)

1. Farm Use. (5/98)

2. The rendering, processing, or cleaning of animals, fish, seafoods, fowl, poultry, fruits, vegetables, or dairy products for wholesale use. (5/98)

3. Any outdoor display or storage of merchandise or materials unless consistent with Section 2.107.05.B.7. (4/08)

4. Camping or over-night in parking lots. (4/08)

5. Hospitals, but not including surgicenters and day surgery facilities.

B. Retail uses as set forth in Section 2.107.02(I) are limited to buildings not exceeding 10,000square feet of gross leasable area except as provided herein. Such retail uses over 10,000 square feet may be permitted as allowed in an approved master plan subject to meeting the following requirements: (4/08)

1. In addition to the requirements in Section 2.309 (Site and Landscaping Design), provide increased screening and buffering when any portion of the building is located adjacent (as defined in Section 1.200) to existing or planned residential areas so as to adequately screen the building. (4/08)

2. In addition to the requirements in Section 2.107.06(B), provide increased building setbacks when any portion of the building is located adjacent (as defined in Section 1.200) to existing or planned residential areas. (4/08)

3. In addition to the requirements in Section 2.315.06, provide increased architectural features such as the use of three differing materials, color, textures, on building facades that are visible from a public street so as to minimize the effect of large blank walls. The elevations of all buildings shall be varied in textures, and material and shall incorporate human scale design elements. Elevations of all buildings shall incorporate no more than fifteen feet between varied vertical elements such as materials, patterns and textures, architectural features such as columns, projections, and differing planes shall be used liberally with no greater than 22 feet between such features. Materials shall be varied at the same frequency as the architectural elements. These materials shall incorporate cultured stone, split face Concrete mortar units (CMU's), as well as smooth faced CMU walls. (10/15)

4. Include architectural features that reflect those of the remainder of the building around any outdoor garden / nursery area to include such things as hard walls, windows and awnings. (4/08)

5. Limit any outdoor display or storage of merchandise to the area adjacent to the building. (4/08)

6. Direct lighting to avoid causing glare onto adjacent properties and be generally low in height, light sources shall not be visible beyond development boundaries. (4/08)

7. Provide mitigation measures that address adverse traffic and livability impacts in the surrounding neighborhood. This will include such things as enclosing all service equipment and service areas and any other issues identified in a master plan or traffic impact analysis. (4/08)

8. Drive-thru businesses shall have the drive-thru oriented away from both existing and planned residential areas. (4/08)

C. A retail building of the type described in Section 2.107.02(I) is allowed to exceed the 10,000 square foot limit subject to Master Plan approval and compliance with all requirements of this Chapter. (4/08)

D. Larger Format Stores.

1. Retail buildings of the type described in Section 2.107.02(I) that exceed 10,000 square feet ("Larger Format Stores") require the development of non-retail/non-single family home uses in the Master Plan area that have a total square footage of at least 25% of the gross leasable area of the Larger Format Store. As used herein, "non-retail" shall mean uses other than those listed in Section 2.107.02(I). (4/08)

2. Larger Format Stores in excess of 80,000 square feet of the type described in Section 2.107.02(I) shall meet the requirement set forth in Subsection D(1) above. In addition to such requirement, for each square foot of vertical mixed use development in the Master Plan area, the Larger Format Store can be increased above 80,000 square feet by an equivalent amount. The mixed use square footage requirements of Subsection D(1) and this Subsection cannot be combined. (4/08)

3. The development required in Subsections D(1) and D(2) above shall take place in the same Master Plan area. The approved Master Plan shall be conditioned to require such development to be constructed before or concurrently with the Larger Format Store. (4/08)

E. A limitation of the total floor area for specified uses applies to all of Area C – Keizer Station Center of the Keizer Station Plan. A maximum total floor area shall apply to the uses identified in Section 2.107.02(I). This maximum floor area is set forth in the Keizer Station Plan, however this maximum floor area may change as part of an approved Master Plan. (10/18)

F. Proposals to develop properties within Area C of the Keizer Station shall comply with Master Plan or Master Plan Amendment requirements outlined in Section 3.113, and also with requirements specified in 2.107.05.G.1 through 6 below. (10/18)

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: (4/08)

1. Pedestrian Access, Safety and Comfort (4/08)

a. To ensure safe, direct, and convenient pedestrian circulation, development shall provide a continuous pedestrian and/or multi-use path system. (4/08)

b. The pathway system shall extend throughout the development site, and connect to all future phases of development, adjacent trails, public parks and open space areas wherever possible. (4/08)

c. Pathways with developments shall provide safe, reasonably direct and convenient connections between primary building entrances and all adjacent streets and parking areas. (4/08)

d. For all developments subject to Master Plan review, pathways shall connect all building entrances to one another. In addition, pathways shall connect all parking areas, storage areas, recreational facilities and common areas (as applicable), and adjacent developments to the site, as applicable. (4/08)

e. Recessed entries, canopies, and/or similar features shall be used at the entries to a building in order to create a pedestrian scale. (4/08)

f. The proposal contains an equally good or superior way to achieve the intent of the above criterion and guidelines. (4/08)

2. Vehicular Movement (4/08)

a. Encourage traffic to enter and exit the development at locations in a safe manner. (4/08)

3. Crime Prevention and Security (4/08)

Crime prevention shall be considered in the site design through application of all of the following guidelines: (4/08)

a. Territoriality – All proposed building entrances, parking areas, pathways and other elements are defined with appropriate features that express ownership. For example, landscaping, fences, pavement treatments, art and signs are some physical ways to express ownership through design. Such features should not conflict with the need for natural surveillance, as described in b.; and (4/08)

b. Natural Surveillance – The proposed site layout, building and landscape design promote natural surveillance. Physical features and activities should be oriented and designed in ways that maximize the ability to see throughout the site. For example, window placement, the use of front porches or stoops, use of low or see-through walls, and appropriate use of landscaping and lighting can promote natural surveillance. Sight-obscuring shrubs and walls should be avoided, except as necessary for buffering between commercial uses and lower density residential districts, and then shall be minimized; and (4/08)

c. Activity Support – The proposed site layout and building design encourage legitimate activity in public spaces. For example, locating outdoor seating in areas that are visible from inside a restaurant helps to discourage crime and supports the activity of dining; and (4/08)

d. Access Control – By properly siting and designing entrances and exits (i.e., in clear view from the store), and through the appropriate use of lighting, signs and/or other features, the proposed plan controls access in ways that discourage crime; and/or (4/08)

e. The proposal contains an equally good or superior way to achieve the intent of the above criterion and guidelines. (4/08)

4. Reduced Parking (4/08)

Reduce or waive minimum off-street parking standards. The applicant may request a reduction to or waiver of parking standards based on a parking impact study. The study allows the applicant to propose a reduced parking standard based on estimated peak use, reductions due to easy pedestrian accessibility; availability of transit service, and likelihood of car pool use; and adjacent on-street parking. The parking study is subject to review and approval or modification by the City. (4/08)

5. Creating and Protecting Public Spaces (4/08)

a. The development provides an appropriate amount of public space as determined by the City Council in addition to sidewalks and landscaping. (4/08)

b. Public space may be a landscaped open space or plaza with pedestrian amenities, as approved by the City Council. (4/08)

6. Human Scaled Building Design (4/08)

Building facades are designed to a human-scale, for aesthetic appeal, pedestrian comfort, and design character of a development. The City Council may determine architectural character, continuity of building sizes, roof forms, rhythm of window and door spaces and the general relationship of buildings to public spaces such as street, plazas, other open space and public parking. (4/08)

The proposal contains an equally good or superior way to achieve the intent of the above criterion and guidelines. (4/08)

In addition, the provisions within Section 3.113 apply. (10/18)

H. Proposals to develop properties in RCOD are subject to use regulations in Section 2.130.

2.107.06 Dimensional Standards

A. Minimum Lot Dimension and Height Requirements

DIMENSION	Single Family	Duplex or Multi-Family	Commercial	Mixed Use
Lot Size	4,000 sq. ft. (1)	6,000 sq. ft. (2)	None (3)	None (3)
Average Width	40 feet	50 feet	None	None
Average Depth	70 feet	80 feet	None	None
Maximum Height	35 feet	50 feet	50 feet	50 feet(4)

(1) A single family dwelling attached on one side has a minimum lot area of 3500 square feet, and a single family dwelling attached on both sides has a minimum lot area of 3000 square feet. (5/98)

(2) Multi-family development must comply with the density standard in Section 2.107.07.I (06/07)

(3) Parcel size shall be adequate to contain all structures within the required yard setbacks. (06/07)

(4) Height of vertical mixed use development may exceed this limitation without a concurrent variance and maximum height will be determined during master plan process. (4/08)

B. Minimum Yard Setback Requirements

SETBACKS (4~~5~~)	Single Family or Duplex	Multi-Family	Commercial	Mixed Use
Front	10 feet (6~~7~~)	10 feet ~~(1)~~	10 feet ~~(1)~~	10 feet ~~(1)~~
Side	5 feet (1~~2~~)	10 feet	(3~~4~~)	(3~~4~~)
Rear	(2~~3~~)	(2~~3~~)	(3~~4~~)	(3~~4~~)
Street-side	10 feet	10 feet	10 feet	10 feet
Garage entrance (5~~6~~)	20 feet	20 feet	20 feet	20 feet

~~(1) For all MU zoned property fronting Cherry Avenue south of Manbrin Drive the minimum setback shall be 5 feet and the maximum shall be 10 feet for yards adjacent to Cherry Avenue. The maximum setback shall apply to the primary wall of the building. Indentations in the primary wall, such as alcoves, courtyards, etc. have no maximum setback.~~ (5/98)

(1~~2~~) *Zero side yard dwelling units are subject to the setback provisions in Section 2.404.* (5/98)

(2~~3~~) *The rear yard setback shall be as follows: 14 feet for a 1-story single family home, duplex, or multi-family building; 20 feet for a 2-story single family home, duplex, or multi-family building. Setbacks are to be measured from the architectural rear of the building regardless of the building's orientation to the property lines.* (06/07)

(3~~4~~) *The rear and side yard setbacks adjacent to a residential zone shall be no less than the minimum rear yard setback of the zone on the adjacent property. In no case shall the setback be less than 10 feet, except there is no required setback adjacent to a non-residential zone.* (5/98)

(4~~5~~) *Setbacks are measured from property lines, not easement lines. However, no structure shall be placed any closer than five feet from the edge of an access easement or 20 feet from the right-of-way of an arterial or collector street.* (5/98)

(5~~6~~) *The garage entrance setback shall be measured from the property line or edge of private access easement to the entrance of the garage. The centerline of the driveway shall be measured if the driveway to the garage entrance is not perpendicular to the property line or private access easement. In no case shall a garage be set back less than the minimum front, side, and rear setbacks.* (5/98)

(~~6~~7) *The minimum front setback from an access easement shall be ten (10) feet.* (10/15)

C. Proposals to develop properties in RCOD are subject to dimensional standards in Section 2.130.

2.107.07 Development Standards

All development in the MU Zone shall comply with the applicable provisions of this Ordinance. The following includes referenced items as well as additional development requirements:

A. **Off Street Parking**: Parking shall be as specified in Section 2.303. (5/98)

B. **Design Standards** - Unless specifically modified by provisions in this Section, buildings located within the MU zone shall comply with the following standards: (5/98)

1. Single family homes shall comply with the design standards in Section 2.314. (5/98)

2. Residential structures with four or more attached dwelling units' including Cottage Cluster Developments), and non-residential structures shall comply with the provisions in Section 2.315 - Development Standards. (6/14)

3. For MU zoned property fronting Cherry Avenue south of Manbrin Drive; residential use shall occupy no less than 35% and no more than 65% of the building floor area on any property. (5/98)

C. **Subdivisions and Partitions**: Land divisions shall be reviewed in accordance with the provisions of Section 2.310. (5/98)

D. **Yards and Lots**: Yards and lots shall conform to the standards of Section 2.312. (5/98)

E. **Signs**: Signs shall conform to the requirements of Section 2.308. (5/98)

F. **Accessory Structures**: Accessory structures shall conform to requirements in Section 2.313. (5/98)

G. **Landscaping**: All required yards shall be landscaped. Landscaped areas shall be landscaped as provided in Section 2.309. The minimum landscaped area requirements shall be as follows: (5/98)

Commercial development:	15%
Mixed commercial and residential development:	20%
Residential development:	25%

H. **Lot Coverage**: The maximum coverage allowed for buildings, accessory structures and paved parking shall be as follows: (5/98)

Commercial development:	85%
Mixed commercial and residential development:	80%
Residential development:	75%

I. **Density**:

1. For property zoned MU as identified in the Keizer Station Plan, the minimum density for subdivisions, partitions, multi-family or any residential development shall be a minimum 8 units per acre and a maximum 24 units per acre, except there shall be no minimum residential density requirement for multi-family development within a mixed use building. (12/03)

   The minimum density for multi-family development shall be 8 units per acre; the maximum density shall be 24 units per acre, except there shall be no minimum residential density requirement for multi-family development within a mixed use building. (05/98)

J. Proposals to develop properties in RCOD are subject to development standards in Section 2.130.

2.315 DEVELOPMENT STANDARDS

2.315.01 Purpose

The Development Standards herein called Standards are intended to implement the Keizer Comprehensive Plan and the purpose of each zoning district. "Standards" only include the development standards referred to in this Section. They do this by promoting functional, safe, and attractive developments that maximize compatibility with surrounding uses and commercial corridors, and that are compatible with and enhance the transportation system. The Standards mitigate potential conflicts and problems, and maximize harmonious relationships. Alternatives to the Standards on a case-by-case basis may be reviewed and approved as a land use action. In such cases, the purpose of this Development Code shall be met through factual findings and conclusions about the proposed design, and attachment of specific conditions if necessary, by the review body. Application of the Standards does not evaluate the proposed use, nor the specific architectural style or design. Rather, the Standards focus on the structural elements of texture, color, and materials, and on the site elements of building placement. (12/18)

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 Standards found in Section 2.315.06 of this code. (12/18)

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. (12/18)

C. The provisions of this section shall apply to all development as defined in Section 1.2 of this code. (1/04)

D. In addition to the standards in this Chapter, d~~D~~evelopment in the overlay zone RCOD is~~are~~ subject to development standards in Section 2.130. If there is a conflict between this Chapter and Section 2.130, then Section 2.130 shall apply.

2.315.03 Exemptions

The following are exempt from the Standards: (1/04)

A. Structural additions, alterations, or expansions which are 25 percent or less of existing building(s) gross floor area and/or impervious surface area are

affected; **OR,** when 500 square feet or less of an existing building(s) gross floor area and/or impervious surface area, whichever is less, is affected. (1/04)

B. Exterior changes involving the addition, alteration or moving of a door, window, porch, canopy, or awning where the combined area of change is less than 500 square feet in area in a 3-year period, (1/04)

C. Repainting of exterior walls due to minor repairs or vandalism, which is 25% or less, or no more than 100 sq. ft. (1/04)

D. Agricultural uses (1/04)

E. Any residential building housing three or fewer dwelling units. (1/04)

F. Any interior remodeling (1/04)

G. A temporary business (1/04)

H. A mobile Food Vendor (12/18)

2.315.04 Administration of the Development Standards

These Standards are intended to be objective and to serve as a guide to designers of developments. The Standards are applied in one of four ways: (1/04)

A. The Standards embodied in this Development Code are administratively reviewed at the time of a building permit application. Compliance to the Standards is a condition of building permit approval. (12/18)

B. In instances where conformance to the Standards is outside of the scope of a building permit, such as repainting a building, the owner shall be responsible for conformance with these Standards. (12/18)

C. The Standards embodied in this Development Code are to be perpetually maintained on all properties. This particularly applies to color and facade materials, which may change without requiring a building permit. (12/18)

D. In the event a development proposal or a change to an existing building does not conform to the Standards due to an applicant wishing to propose alternatives, the applicant may choose to apply for approval of a Development Standards Alternative application. A Development Standards Alternative application shall be processed as a Type II-B land use decision consistent with Section 3.202. The initial decision shall be rendered by the Planning Commission, appealable to City Council. For properties located within the Keizer Station, the initial decision shall be rendered by the City Council. No

building permit will be issued for a use requiring Development Standards Alternative approval until the application is approved. (12/18)

2.315.05 Non-Conforming Buildings

Any building that did not conform to the Standards on May 18, 1998 is considered a legally non-conforming building as-regulated within this Code. (1/04)

2.315.06 Development Standards

All applicable development must meet the following Standards: (12/18)

A. Pedestrian Circulation. As used herein "walkway" means a hard surfaced area intended and suitable for use by pedestrians, including both public and private sidewalks. (1/04)

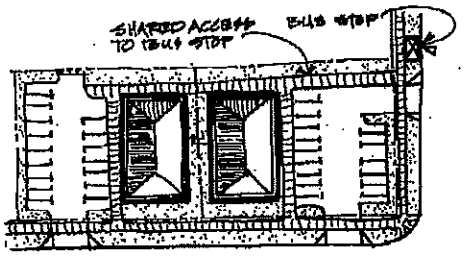
1. Connection Required. The pedestrian circulation system for the proposed development must connect uses, building entrances, adjacent streets and transit facilities (existing or planned). (12/18)

2. Walkway Location and Design. Walkway(s) shall be located so that a pedestrian can conveniently walk between a transit street and the entrance(s) to a building(s). Except where it crosses a driveway, a walkway shall be separated by a raised curb or other physical barrier from the auto travel lane and parking. If a raised path is used the ends of the raised portions must be equipped with curb ramps which comply with Oregon State Building Code requirements. (12/18)

3. Additional Street Access. One walkway from a building to a public street shall be provided for every 300 feet of street frontage. (12/18)

4. Driveway Crossings. Driveway crossings shall be a maximum of 36 feet in width. Where the pedestrian system crosses driveways, parking areas and loading areas, the system must be clearly identifiable through the use of elevation changes, a different paving material, texture, or other similar method. (1/04)

5. Lighting. Lighting shall be provided for all walkways. Pedestrian walkways must be lighted to a level where the system can be safely used at night by employees and customers. (12/18)



Pedestrian Access Standards

6. Walkway Coverage.

a. Any portion of a walkway located within three feet of a building frontage-shall be covered with awnings or building overhangs. The minimum vertical clearance shall be 9 feet for awnings and building overhangs. The maximum vertical clearance shall be 15 feet. (1/04)

b. In the EG zone, any portion of a walkway located within three feet of a building frontage shall be covered with awnings or building overhangs as provided in Subsection a, except for buildings, which have greater than 300 feet of lineal frontage, where this requirement shall apply to at least 33 percent of the building frontage. The maximum vertical clearance shall be 15 feet. (1/04)

7. Dimensions. Walkways shall be at least five feet in paved unobstructed width. Walkways that serve multiple uses or tenants shall have a paved minimum unobstructed width of eight feet. (12/18)

8. Stairs or ramps shall be in place where necessary to provide a direct route between the transit street and the building entrance. Walkways without stairs shall comply with the accessibility requirements of the Oregon State Building Code. (1/04)

9. Access to Adjacent Property. If the proposed development has the potential of being a significant attractor or generator of pedestrian traffic, potential pedestrian connections between the proposed development and existing or future development on adjacent properties other than connections via the street system shall be identified. (1/04)

10. The building permit application or Development Standards Alternative application shall designate walkways and pedestrian connections on the proposed site plan. If the applicant considers walkways are infeasible, evidence and proposed findings shall be submitted demonstrating that the walkway or connection is infeasible. The evidence will be evaluated in conjunction with the building permit or Development Standards Alternative process. (12/18)

B. Building Design

1. Ground floor windows

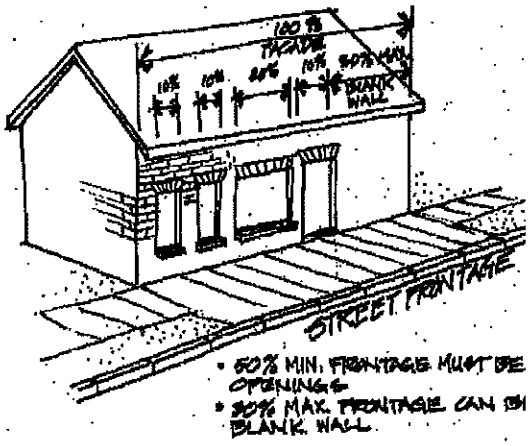
a. In the CM, CR, and MU zones, all street-facing elevations containing permitted uses as listed under Sections 2.110.02 F, G, H, I, J and K shall have no less than 50 percent of the ground floor wall area with windows, display areas or doorway openings. (5/98)

b. In the EG zone, one elevation of any building with more than 100,000 square feet of floor area, which contains permitted uses

listed under Sections 2.119.05 F, G, H, I, J, and K, shall have no less than 33 percent of the ground floor wall area, defined from the ground to the height of the awning, with windows or window facsimiles or other architectural features that simulate windows, display areas or doorway openings. The location of this elevation shall be determined as part of the required Master Plan review described in Section 2.125. (12/18)

2. Building facades

a. In the CM, CR, and MU zones, facades that are visible from a public street shall extend no more than 30 feet horizontally without providing a variation in building materials, a building off-set of at least 2 feet, or a wall area entirely separated from other wall areas by a projection, such as a porch or a roof over a porch or a roof over a porch and no more than 15 feet between vertical design elements such as columns, pilasters, or patterns. (12/18)



Façade Standards

b. In the EG zone, facades facing a public street shall extend no more than 60 feet without providing a variation of building materials for buildings over 20,000 square feet. (12/18)

3. Awnings – Awnings are a roof-like cover extending immediately in front of a doorway or window to provide protection from the sun or rain. Awnings shall be provided along building storefronts abutting a public sidewalk. Awnings are not allowed in locations not listed above. Awnings shall be constructed of canvas, acrylic fabric, laminated vinyl, metal or similar standard material. Awnings shall not be back lit. (12/18)

4. Materials and Texture

a. Building Materials. (1/04)

1) All buildings shall have wood, brick, stone, architectural block, slump stone block, architectural concrete, stucco

siding, or vinyl siding made to look like wood siding as the predominant building material. (12/18)

2) A minimum of 2 separate and distinct building materials must be used. (12/18)

3) Metal siding other than reflective material is allowed as part of a design to incorporate differing materials, but shall not be the predominant material used. Metal siding is not allowed for residential buildings housing 3 or more dwellings. (12/18)

4) Plain concrete masonry block, plain concrete, plywood and sheet press board may not be used as exterior finish materials. (12/18)

b. Trim Material. (1/04)

Building trim shall be wood, brick, stone, stucco, vinyl siding material made to look like wood, or metal. (1/04)

c. Roofing Material. (1/04)

Any roofing material is allowed including metal roofs. (5/98)

d. Foundation Material. (1/04)

Foundation material may be plain concrete or plain concrete block where the foundation material is not revealed for more than 3 feet. (5/98)

5. Color

a. Any portion of a building that is painted or stained may use as the main color, and roof color for all portions of the roof visible from the ground, any color which meets all of the following criteria: (1/04)

1) Exterior building colors shall be of low reflective, subtle, neutral or earth tone color. The use of high intensity colors such as black, neon, metallic or florescent colors for the façade of the building are prohibited except as may be approved for building trim. (12/18)

2) Light Reflectance Value (LRV) of any color shall be between the values of 30 and 85. (12/18)

3) The finish shall be either matte or satin. (12/18)

b. For the purpose of this Section, "main color" is the principal color of the building which must be at least 75% of the surface of the building excluding windows; the trim colors of all buildings may be any color except as set forth below. (12/18)

c. In no case shall the main color or the trim color of any structure be "florescent", "day-glo", or any similar bright color. (1/04)

6. Roof Lines - Roof lines shall establish a distinctive "top" to a building. When flat roofs are proposed, a cornice a minimum 12 inches high projecting a minimum 6 inches from the wall at the top of the wall or parapet shall be provided. (5/98)

7. Roof-mounted equipment – In a CM, CR, CO, EG or MU zone, all roof-mounted equipment, including satellite dishes and other communication equipment, must be screened from view from adjacent public streets. Solar heating panels are exempt from this Standard. (12/28)

C. Commercial Accessory Structures

1. Commercial Accessory Structures including buildings, sheds, trash receptacles, mechanical devices, and other structures outside the main building, shall either be screened from view by the public by either a hedge or fence, **OR**, with the exception of trash receptacles, be screened by painting them the same color as the main color of the building. (12/18)

2. Trash enclosures shall be designed to be large enough to accommodate the projected amount of trash being generated at the development. The area must be able to fully contain all necessary trash and recycling containers. (09/10)

D. Transit Facility Requirement

New retail, office and institutional buildings at, or within 600 feet of an existing or planned transit facility, as identified in the city TSP, shall provide either the transit facility on site or connection to a transit facility along a transit route when the transit operator requires such an improvement. (7/09)

E. Transit Access

New retail, office and institutional buildings within 600 feet of an existing or planned transit facility, as identified in the city TSP, shall provide for convenient pedestrian access to transit through the measures listed in Subsections 1 and 2 below. (12/18)

1. Walkways shall be provided connecting building entrances and streets adjoining the site; (7/09)

2. Pedestrian connections to adjoining properties shall be provided except where such a connection is impracticable. Pedestrian connections shall connect the onsite circulation system to existing or proposed streets, walkways, and driveways that abut the property. Where adjacent properties are undeveloped or have potential for redevelopment, streets, access ways and walkways on site shall be laid out or stubbed to allow for extension to the adjoining property; (7/09)

3. In addition to Subsections 1 and 2 above, sites at transit facilities must provide the following: (7/09)

   a. Either locate buildings within 20 feet of the transit facility, a transit street, or an intersecting street or provide a pedestrian plaza at the transit facility or a street intersection; (7/09)

   b. A reasonably direct pedestrian connection between the transit facility and building entrances on the site; (7/09)

   c. A transit passenger landing pad accessible to disabled persons; (7/09)

   d. An easement or dedication for a passenger shelter if requested by the transit provider; and (7/09)

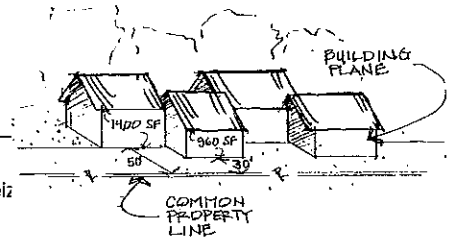
   e. Lighting at the transit facility. (7/09)

F. Multifamily Design. Multifamily structures shall create a form and scale to provide interest and aesthetic appeal. (12/18)

1. In addition to the requirements outlined in 2.315.06 all new multifamily buildings shall include a minimum of 3 significant different materials and textures in the design of the exterior building facade. (12/18)

2. Building planes for multifamily dwellings facing property lines or the street shall be subject to the following Standards: (12/18)

   a. No building plane shall exceed 960 square feet within 30 feet of the property

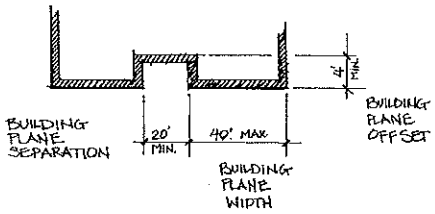


line. No building plane that faces the common property line shall exceed 1,400 square feet within 50 feet of the property line. (12/18)

b. No building plane shall have a greater dimension than 40 feet in length or 35 feet in height. (10/15)

c. If more than one building plane faces a street or property line and the building planes align at a common distance from the line, the building planes shall be horizontally separated by at least 20 feet. For the purposes of this Standard, "common distance" shall be defined within 12 feet. (12/18)

d. When a structure along a wall juts out from the wall, or is offset from an adjacent part less than 4 feet, the structure is considered part of the building plane of a wall behind it. If the structure protrudes greater than 4 feet, it represents a separate building plane. If a building plane is at an angle in relation to the property line, the midpoint of the wall shall provide the point at which the plane and related distance are measured. (12/18)



2.315.07 Determination of Conformance to Development Standards as Part of Building Permit Review

The Zoning Administrator, or designee, during the normal course of reviewing a building permit application, shall conduct a concurrent Development Review. As part of that review, a determination of the proposal's conformance with the provisions of this Section shall be determined. Corrections may be noted on the plans, or required to be submitted as amended plans, to assure conformance to the Standards or as a Design Alternative, which was approved by the planning Commission or City Council. Building plans shall not be approved unless there is conformance with the provisions of this Section. (12/18)

2.315.08 Criteria for Development Standard Alternative Approval

The Planning Commission or City Council (for properties within Keizer Station) may approve the proposed design alternatives, or approve them with conditions through a Development Standards Alternative application, if it finds the alternative design can meet the purpose and intent of this Section and be successfully applied to a particular property. (12/18)

3.101 SUMMARY OF APPLICATION TYPES

There are four types of development permits and land use actions, each with its own procedures as found in Chapter 3.2. (5/98)

3.101.01 Type I Action - Summary

Type I actions are administrative reviews processed by the City staff according to the procedures found in Section 3.202.01, 02 & 03. The review standards are generally clear and objective and allow little or no discretion. This process is further divided into four parts: (3/10)

A. Type I-A: A ministerial action reviewed by staff based on clear and objective standards. Conditions may be placed on the decision and notice of the decision is sent only to the applicant. Appeal is to the Hearings Officer. The following actions are processed under the Type I-A procedure: (2/01)

   1. Signs (excluding variances or conditional uses) (5/98)

   2. Temporary Use Permit (3/10)

B. Type I-B: A ministerial action reviewed by staff based on generally clear and objective standards with some discretion afforded to staff. Conditions may be placed on the decision and notice is sent to the applicant and property owners within the required notice area. Appeal is to the Hearings Officer. The Zoning Administrator may refer any application to the Hearings Officer or the City Council for public hearing and decision. The following actions are processed under the Type I-B procedure: (5/98)

   1. Variance (Minor and Sign) (11/05)

   2. Property Line Adjustment (6/16)

   3. Conditional Use (except Transit Station) (5/09)

   4. Partitions (5/98)

   5. Greenway Development Permit (2/01)

   6. Floodplain Development Permit (including Floodplain Development Permit Variance) (3/10)

C. Type I-C: A ministerial action reviewed by staff based on generally clear and objective standards with some discretion afforded to staff. Conditions may be placed on the decision and notice is sent to the applicant. Appeal is to the Planning Commission. Notice is sent to property owners within the required notice area for public hearing. The Zoning Administrator may refer any application to the Planning Commission or the City Council for public hearing

and decision. The following action is processed under the Type I-C procedure:

1. Development Review (2/01)

2. Alternative Design Review for Detached Accessory Dwelling Unit (Front Yard) (1/19)

D. Type I-D: A ministerial action reviewed by staff based on generally clear and objective standards with some discretion afforded to staff. Conditions may be placed on the decision and notice is sent to the applicant and property owners within the required notice area. Appeal is to the Planning Commission. The Zoning Administrator may refer any application to the Planning Commission or City Council for public hearing and decision. The following actions are processed under the Type I-D procedure: (7/03)

1. Variance (Major) (7/03)

3.101.02 Type II Actions - Summary

A. A Type II action is a quasi-judicial review in which the Hearings Officer applies a mix of objective and subjective standards that allow considerable discretion. A Type II action follows the procedures found in Section 3.202.04. Staff has an advisory role. The Zoning Administrator may refer any application to the City Council for public hearing and decision bypassing the Hearings Officer. Public notice and a public hearing are provided. Section 3.204 lists the notice requirements. Appeal of a Type II decision is to the City Council. The following actions are processed under a Type II procedure: (2/01)

1. Subdivision (5/98)

2. Planned Unit Development (5/98)

3. Manufactured Home Parks (5/98)

B. Type II-B: A quasi-judicial action in which the City Council applies a mix of objective and subjective standards that allow considerable discretion. Type II-B actions follow the procedures found in Section 3.202.04. Staff has an advisory role. The City Council shall hold a public hearing and make the decision. Public notice and a public hearing are provided. Section 3.204 lists the notice requirements. Section 3.206 sets forth the hearings process. The following actions are processed under a Type II-B procedure: (12/18)

1. Transit Station (5/09)

2. Designation or Removal of a Historic Resource (9/18)

3. Development Standards Alternative within Keizer Station (12/18)

C. Type II-C: A quasi-judicial action in which the Planning Commission applies a mix of objective and subjective standards that allow considerable discretion. Type II-C actions follow the procedures found in Section 3.202.04. Staff has an advisory role. The Planning Commission shall hold a public hearing and make the decision instead of the Hearings Officer. Public notice and a public hearing are provided. Section 3.204 lists the notice requirements. Section 3.206 sets forth the hearings process. The following actions are processed under a Type II-C procedure: (12/18)

1. Nursing and Residential Care Facilities (6/11)

2. Cottage Cluster Developments with the creation of lots (6/14)

3. Cottage Cluster Developments with or without the creation of lots in an RS zone. (6/14)

4. Permit for demolition, modification, or moving of a Historic Resource (9/18)

5. Development Standards Alternative (12/18)

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. Keizer Station Master Plan Amendment (10/18)

F. Lockhaven Center Master Plans (see Section 2.130.08)

3.101.04 Type IV Actions - Summary

A Type IV action is a legislative review in which the City considers and enacts or amends laws and policies. A Type IV action follows the procedures found in Section 3.203. Private parties cannot apply for a Type IV action; it must be initiated by City staff, Planning Commission, or City Council. Public notice and hearings are provided in a Type IV process. The following actions are processed under a Type IV procedure: (2/01)

A. Text Amendments to the Comprehensive Plan (5/98)

B. Text Amendments to the Development Code (5/98)

C. Enactment of new Comprehensive Plan or Development Code text (5/98)

D. Comprehensive Plan Map Amendments (involving more than 5 adjacent land ownerships, or, non-adjacent properties) (5/98)

E. Zone Changes (involving more than 5 adjacent land ownerships, or, non-adjacent properties) (5/98)

LAND USE APPLICATION PROCESS (12/18)

LAND USE ACTION	TYPE	STAFF	HEARINGS OFFICER	PLANNING COM-MISSION	CITY COUNCIL
Signs, Temporary Use	I-A	Final Decision	Appeal of Staff Decision		Appeal of H.O. decision
Floodplain Development Permit (including Floodplain Development Permit Variances (3/10)	I-B	Final Decision	Appeal of Staff Decision		Appeal of H.O. decision
Greenway Development Permit	I-B	Final Decision	Appeal of Staff Decision		Appeal of H.O. Decision
Conditional Use (except Transit Station) (5/09)	I-B	Final Decision	Appeal of Staff Decision		Appeal of H.O. Decision
Variance (Minor and Signs)	I-B	Final Decision	Appeal of Staff Decision		Appeal of H.O. Decision

LAND USE ACTION	TYPE	STAFF	HEARINGS OFFICER	PLANNING COM-MISSION	CITY COUNCIL
Property Line Adjustment	I-B	Final Decision	Appeal of Staff Decision		Appeal of H.O. Decision
Partition	I-B	Final Decision	Appeal of Staff Decision		Appeal of H.O. Decision
Development Review	I-C	Final Decision		Appeal of Staff Decision	Appeal of Planning Commission Decision
Alternative Design Review for Detached Accessory Dwelling Unit (Front Yard) (1/19)	I-C	Recommendation to Planning Commission		Final Decision	Appeal of Planning Commission Decision
Variances (Major)	I-D	Final Decision		Appeal of Staff Decision	Appeal of Planning Commission Decision
Subdivision	II	Recommendation to Hearings Officer	Final Decision		Appeal of H.O. Decision
Planned Unit Development	II	Recommendation to Hearings Officer	Final Decision		Appeal of H.O. Decision
Manufactured Home Park	II	Recommendation to Hearings Officer	Final Decision		Appeal of H.O. Decision
Transit Station (5/09)	II-B	Recommendation to City Council			Final Decision
Designation or Removal of a Historic Resource (9/18)	II-B	Recommendation to City Council			Final Decision
Development Standards Alternative (12/18)	II-B	Recommendation to Planning Commission		Final Decision	Appeal of Plan Comm Decision

LAND USE ACTION	TYPE	STAFF	HEARINGS OFFICER	PLANNING COM-MISSION	CITY COUNCIL
Development Standards Alternative within Keizer Station (12/18)	II-B	Recommendation to City Council			Final Decision
Nursing and Residential Care Facilities (6/11)	II-C	Recommendation to Planning Commission		Final Decision	Appeal of Plan Comm Decision
Cottage Cluster Development as a Conditional Use (6/14)	II-C	Recommendation to Planning Commission		Final Decision	Appeal of Plan Comm Decision
Permit for demolition, modification, or moving of a Historic Resource (9/18)	II-C	Recommendation to Planning Commission		Final Decision	Appeal of Plan Comm Decision
Comprehensive Plan Map Amendment	III	Recommendation to Hearings Officer	Recom-mendation to City Council		Final Decision
Zone Change	III	Recommendation to Hearings Officer	Recom-mendation to City Council		Final Decision
Annexation	III	Recommendation to Planning Commission		Recom-mendation to City Council	Final Decision
Keizer Station Master Plan	III	Recommendation to Planning Commission		Recom-mendation to City Council	Final Decision
Keizer Station Master Plan Amendment	III	Recommendation to City Council			Final Decision
Lockhaven Center Master Plan	III	Recommendation to Planning Commission		Recom-mendation to City Council	Final Decision
Text Amendments; Legislative Zone and Comprehensive Plan Map Changes	IV	Recommendation to Planning Commission		Recom-mendation to City Council	Final Decision

3.114 LOCKHAVEN CENTER MASTER PLAN

3.114.01 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. Each Master Plan shall be reviewed through a Type III review process.

3.114.02 Applicability

The provisions of this Section shall apply to development sites that are: (1) located within the Lockhaven Center, as identified in Figure 3.114.02-1; (2) larger than 4 acres; and (3) zoned Mixed Use (MU). For cohesive developments that partially include MU property, all of the development shall be included in the Master Plan.

3.114.03 Review Procedures

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.

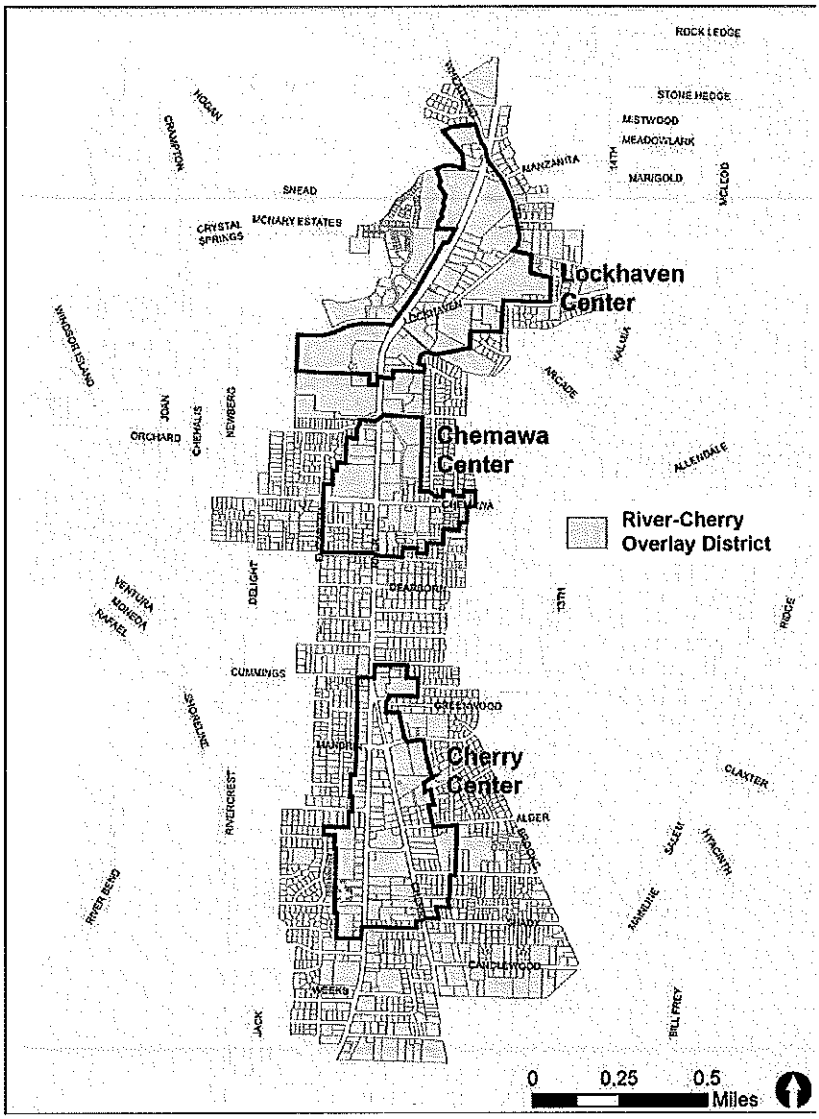
Type III actions follow the procedures found in Section 3.204.02. Staff has an advisory role. The Zoning Administrator shall make a recommendation to the Planning Commission, which then makes a recommendation to the City Council for public hearing and decision, bypassing the Hearings Officer. Public 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.

Figure3.114.02-1: River-Cherry Overlay District (RCOD)



3.114.04 Submittal Requirements

1. Infrastructure engineering and architectural site plans showing all structures in relation to projected final topography of the project, all proposed connections to existing or proposed roads, transportation facilities (including proposed right-of-way and pedestrian connections), utilities, open space and parking areas, depicting the number and types of spaces.

2. Landscape plans generally showing the common and botanical name of plant species, the number and size of plantings and demonstrating the location and type of irrigation.

3. Building elevations, typical cross-sections and typical wall sections of all building areas.

4. Typical elevations of the buildings to determine the specific configuration and relationship of design elements of the typical building exteriors, which describe the general aesthetic and technical aspects of the building exterior, including materials.

5. Elevations, typical cross sections of the interior space layout of the building areas, entrance canopies, interior public courts, specialty areas, and service area layouts.

6. Proposed layouts for exterior signage and graphics.

7. Preliminary outline specifications describing exterior construction materials and methods, including indications of colors, finishes, and patterns.

8. An outline of amenities, including, but not limited to, public art, furniture, handrails, seating areas and food areas, if any.

9. A description of servicing requirements, trash compactors and related areas, loading docks, etc.

10. Calculation of gross building, parking and open space.

11. For any project for which the projected daily 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.

12. Location of land uses, open spaces, and pedestrian and vehicular circulation and a written explanation showing how these features achieve the purpose of the activity center design plan.

3.114.05 Review Criteria

Approval of a Master Plan for the Lockhaven Center area shall require compliance with the following criteria:

A. Meet all applicable standards within the RCOD and Lockhaven Center, as provided by Sections 2.130.04 through 2.130.07, Sections

2.130.08.D.2 through 2.130.08.D.3, and Sections 2.130.09 through 2.130.10, in addition to applicable standards within base zones; or

B. Mix of Uses and Housing Types.

1. 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.

2. The Master Plan must identify at least two different housing types. The following are considered distinct housing types for purposes of meeting this standard:

a. Single family detached dwellings (with or without accessory residences) or residential homes

b. Duplexes or single family attached dwellings

c. Townhouses

d. Cottage cluster development

e. Multi-family dwellings or residential care facility

f. Manufactured dwelling park

C. Minimum Residential Density.
The minimum density for any residential development shall be 10 units per acre.

D. Transit Orientation. The development shall emphasize transit usage by residents, employees and customers. This may require conditions regarding:

1. Orienting building and facilities towards transit services.

2. Minimizing transit/auto conflicts.

3. Encouraging transit supportive uses.

4. Minimizing walking distance to transit stops.

5. Avoiding excess parking areas.

6. Encouraging shared parking and structures or understructure parking.

E. Pedestrian/Bicycle Circulation and Orientation. The development shall facilitate pedestrian/ bicycle circulation and orientation. This may require conditions regarding:

1. Providing efficient, convenient, and continuous pedestrian and bicycle transit circulation systems, linking developments within Lockhaven Center facilities, and surrounding development.

2. Separating auto and truck circulation and activities from pedestrian areas.

3. Pedestrian-oriented design.

4. Pedestrian amenities.

5. Pedestrian-scale building and site features.

6. Bicycle parking.

7. Outdoor lighting.

F. Coordination and Connectivity. Coordination of development within the Lockhaven Center area. This may require conditions regarding:

1. Continuity and/or compatibility of landscaping, circulation, access, public facilities, and other improvements.

2. Siting and orientation of land uses.

3. Consistency with development concepts adopted as part of the Keizer Revitalization Plan.

4. Frontage roads or shared access to provide connectivity to future development within the property or on adjacent property.

5. 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.

G. Compatibility. Developments within Lockhaven Center should be compatible with, and complement the surrounding neighborhood. This may require conditions regarding:

1. Sensitive use of landscaping, building heights, building scale, materials, lighting, circulation systems, and architectural features.

2. Buffering of adjacent residential uses.

H. At the time of development, the Zoning Administrator may approve some minor variations to the adopted master plan if the applicant can demonstrate that the variation equally or better meets the purpose of the RCOD and the Keizer Revitalization Plan.

3.114.06 Conditions of Approval

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, including, but not limited to conditions designed to minimize congestion and traffic impact within the development and in adjacent areas.

3.202 GENERAL PROCEDURES –TYPES I, II, AND III ACTIONS

3.202.01 Procedure for Type I-A Review

(Type 1-A: Temporary Use Permit, Signs excluding variances or conditional uses) (3/10)

Applications subject to a Type I-A administrative review shall be reviewed and decided by the Zoning Administrator. (5/98)

A. Initial Review. Upon receipt of an application for a Type I-A land use action, the City staff shall review the application for completeness. (5/98)

1. Incomplete applications shall not be reviewed until the applicant has submitted all required information. (5/98)

2. If incomplete, the applicant shall be notified and provided additional time of up to 30 days to submit supplemental information as necessary. (5/98)

B. Complete Application. The application shall be deemed complete for the purposes of processing the application and all related timing provisions either: (5/98)

1. Upon receipt of the additional information; or, if the applicant refuses to submit the information; (5/98)

2. On the 31st day after the original submittal the application shall be deemed complete for review purposes. (5/98)

C. Staff Review. Within thirty (30) days of receipt of a complete application or such longer period mutually agreed to by both staff and the applicant, staff shall review the application and shall make a decision based on an evaluation of the proposal and on applicable criteria as set forth in this Ordinance; (5/98)

D. Conditions. Approvals of a Type I-A action may be granted subject to conditions. The following limitations shall be applicable to conditional approvals: (2/01)

1. Conditions shall be designed to protect public health, safety and general welfare from potential adverse impacts caused by a proposed land use described in an application. Conditions shall be related to the following: (2/01)

a. Ensure that the standards of the development code are met; or, (2/01)

b. Fulfillment of the need for public service demands created by the proposed use. (2/01)

2. Changes of alterations of conditions shall be processed as a new administrative action. (2/01)

E. Notice. Notice shall be provided to the applicant consistent with Section 3.204.01. (5/98)

F. Appeals. A Type I-A land use decision may be appealed by the applicant to the Hearings Officer, except that Site plan reviews shall be appealed to the Planning Commission. The appeal shall be filed within 10 days from the date of mailing of the decision, pursuant to the provisions of Section 3.205. (10/18

G. Final Decision. The final land use decision, including all appeals, shall be completed within 120 days as per the requirements in Section 3.202.05 (2/01)

3.202.02 Procedure for Type I-B and I-D Review

(Type I-B: Minor Variance, Property Line Adjustment, Conditional Use, Partition, Greenway Development Permit, Floodplain Development Permit, including Floodplain Development Permit Variances) (Type I-D Major Variance) (6/16)

Applications subject to administrative review shall be reviewed and decided by the Zoning Administrator. (5/98)

A. Initial Review. Upon receipt of an application for a Type I-B or I-D land use action, the City staff shall review the application for completeness. (7/03)

1. Incomplete applications shall not be reviewed until the applicant has submitted all required information. (5/98)

2. If incomplete, the applicant shall be notified and provided additional time of up to 30 days to submit supplemental information as necessary. (5/98)

B. Complete Application. The application shall be deemed complete for the purposes of scheduling the hearing and all related timing provisions either: (5/98)

1. Upon receipt of the additional information; or, if the applicant refuses to submit the information; (5/98)

2. On the 31st day after the original submittal the application shall be deemed complete for review purposes. (5/98)

C. Agency Referrals. Referrals may be sent to interested agencies such as City departments, police and fire departments, school district, utility companies, regional and local transit service providers and applicable city, county, and state agencies at the Director's option. Notice of projects affecting state transportation facilities will be sent to ODOT. Referrals will be sent to affected neighborhood associations. (6/14)

D. Staff Review. Within thirty (30) days of receipt of a complete application or such longer period mutually agreed to by both staff and the applicant, staff shall review the application and shall make a decision based on an evaluation of the proposal and on applicable criteria as set forth in this Ordinance; The Administrator shall have the option of referring a type I-B application to the Hearings Officer or City Council for the initial decision. The Administrator shall have the option of referring a type I-D application to the Planning Commission or City Council for the initial decision. (7/03)

E. Conditions. Approvals of a Type I-B and I-D action may be granted subject to conditions. The following limitations shall be applicable to conditional approvals: (7/03)

1. Conditions shall be designed to protect public health, safety and general welfare from potential adverse impacts caused by a proposed land use described in an application. Conditions shall be related to the following: (2/01)

   a. Ensure that the standards of the development code are met; or, (2/01)

   b. Fulfillment of the need for public service demands created by the proposed use. (5/98)

2. Changes of alterations of conditions shall be processed as a new administrative action. (5/98)

3. Performance bonding to comply with applicable conditions of approval shall comply with the provisions in Section 3.202.05B. (2/01)

F. Notice. Notice of the decision shall comply with the provisions in Section 3.204.01. (5/98)

G. Appeals. A Type I-B land use decision may be appealed to the Hearings Officer, by either the applicant or persons receiving notice of the decision. A Type I-D land use decision may be appealed to the Planning Commission, by either the applicant or persons receiving notice of the decision. (7/03)

The appeal shall be filed within 10 days from the date of the mailing of the decision, pursuant to the provisions of Section 3.205. (5/98)

H. Time Limit. The final land use decision, including all appeals, shall be completed within 120 days as per the requirements in Section 3.202.05. (5/98)

I. Expedited Land Division. If qualified under ORS 197, an expedited land division provides an alternative to the standard review procedures for land division as set forth by the city. The application shall be processed as provided by state statute in lieu of the city's procedures. (6/16)

3.202.03 Procedure for Type I-C Review

A. Initial Review. Upon receipt of an application for a Type I-C land use action, the City staff shall review the application for completeness. (2/01)

1. Incomplete applications shall not be scheduled for Type I-C review until all required information has been submitted by the applicant. (2/01)

2. If incomplete, the applicant shall be notified and provided additional time of up to 30 days to submit supplemental information as necessary. (2/01)

B. Complete Application. The application shall be deemed complete for the purposes of scheduling the hearing and all related timing provisions either: processing the application and all related timing provisions either: (2/01)

1. Upon receipt of the additional information; or, if the applicant refuses to submit the information; (2/01)

2. On the 31st day after the original submittal the application shall be deemed complete for review purposes. (2/01)

C. Staff Review. Within thirty (30) days of receipt of a complete application or such longer period mutually agreed to by both staff and the applicant, staff shall review the application and shall make a decision based on an evaluation of the proposal and on applicable criteria as set forth in this Ordinance; (2/01)

D. Conditions. Approvals of a Type I-C action may be granted subject to conditions. The following limitations shall be applicable to conditional approvals: (2/01)

1. Conditions shall be designed to protect public health, safety and general welfare from potential adverse impacts caused by a proposed land use described in an application. Conditions shall be related to the following: (2/01)

a. Ensure that the standards of the development code are met; or, (2/01)

b. Fulfillment of the need for public service demands created by the proposed use. (2/01)

2. Changes of alterations of conditions shall be processed as a new administrative action. (2/01)

E. Notice. Notice shall be provided to the applicant consistent with Section 3.204.01. (2/01)

F. Appeals. A Type I-C land use decision may be appealed by the applicant to the Planning Commission. The appeal shall be filed within 10 days from the date of mailing of the decision, pursuant to the provisions of Section 3.205. (2/01)

G. Final Decision. The final land use decision, including all appeals, shall be completed within 120 days as per the requirements in Section 3.202.05 (2/01)

3.202.04 Procedures for Type II and Type III Actions

(Type II Subdivision, Planned Unit Development and Manufactured Home Parks)(4/10)
(Type II-B Transit Station – City Council decision) (6/11)
(Type II-B Designation or Removal of a Historic Resource – City Council Decision) (9/18)
(Type II-B Development Standards Alternative – Planning Commission decision) (12/18)
(Type II-B Development Standards Alternative within Keizer Station – City Council Decision) (12/18)
(Type II-C Conditional Use for Nursing and Residential Care Facilities - Planning Commission decision) (9/18)
(Type II-C Cottage Cluster Development with or without creating new lots in the RS zone – Planning Commission decision) (6/14)
(Type II-C Cottage Cluster Development creating new lots in the RM; RL; RH; and MU zones – Planning Commission decision) (6/14)
(Type II-C Permit for demolition, modification, or moving of a Historic Resource – Planning Commission Decision) (9/18)
(Type III Annexation, Zone Changes involving 5 or fewer adjacent land ownership and Comprehensive plan Map Amendments involving 5 or fewer adjacent land ownerships, Keizer Station Master Plan which may include Subdivision and Partitioning, ~~and~~ Keizer Station Master Plan Amendments, and Lockhaven Center Master Plan) (10/18)

A. Initial Review. Upon receipt of an application for Type II or Type III land use action, the City staff shall review the application for completeness. (5/98)

1. Incomplete applications shall not be scheduled for Type II or Type III review until all required information has been submitted by the applicant. (5/98)

2. If incomplete, the applicant shall be notified and provided additional time of up to 30 days to submit supplemental information as necessary. (5/98)

B. Complete Application. The application shall be deemed complete for the purposes of scheduling the hearing and all related timing provisions either: (5/98)

1. Upon receipt of the additional information; or, if the applicant refuses to submit the information;

2. On the 31st day after the original submittal the application shall be deemed complete for scheduling purposes only. (5/98)

C. Agency Referrals. Referrals will be sent to interested agencies such as City departments, police and fire districts, school district, utility companies, regional and local transit service providers and applicable city, county, and state agencies. Affected jurisdictions and agencies could include the Department of Environmental Quality, The Oregon Department of Transportation, Salem-Keizer

Transit District, and the City of Salem. Notice of projects affecting state transportation facilities will be sent to ODOT. Referrals will be sent to affected neighborhood associations. (6/14)

D. Public Hearing. The Public Hearing shall be scheduled and notice shall be mailed to the applicant and adjacent property owners. Notice requirements shall comply with Section 3.204.02. (5/98)

E. Staff Review. Staff shall prepare and have available within 7 days of the scheduled hearing a written recommendation concerning the proposed action. This report shall be mailed to the applicant and available at City Hall for all interested parties. The Zoning Administrator may refer the initial decision to the City Council. (5/98)

F. Notice of Application. Notice of a subdivision application shall be mailed to owners of property within 250 feet of the site and neighborhood association representatives. The notice to owners and neighborhood association members will invite the submittal of written comments on the proposal to the City within 10 days. (01/02)

G. Hearings Procedures. The public hearing shall comply with the provisions in Section 3.205 or Section 3.206. (06/11)

H. Conditions. Approvals of any Type II or Type III action may be granted subject to conditions. The following limitations shall be applicable to conditional approvals: (5/98)

1. Conditions shall be designed to protect public health, safety and general welfare from potential adverse impacts caused by a proposed land use described in an application. Conditions shall be related to the following: (5/98)

   a. Protection of the public from the potentially deleterious effects of the proposed use; or, (5/98)

   b. Fulfillment of the need for public service demands created by the proposed use. (5/98)

2. Changes of alterations of conditions shall be processed as a new administrative action. (5/98)

3. Performance bonding for applicable conditions shall comply with the provisions in Section 3.202.05B. (2/01)

I. Notice. The applicant shall be notified, in writing, of the decision or recommendation. In addition, notice of the decision shall be mailed to individuals who request such notice at the public hearing, or, by those individuals who submitted a written request for notice prior to the public hearing. (6/11)

J. Appeals. With the exception of a Transit Station, Designation or Removal of a Historic Resource, and Keizer Station Development Alternative, which are final decisions by the City Council, a Type II land use decision may be appealed to the City Council by either the applicant, persons receiving notice of the decision or the Administrator. The appeal shall be filed within 10 days from the date of the mailing of the decision, pursuant to the provisions of Section 3.205. Type III land use applications are automatically reviewed by the City Council. (12/18)

K. Time Limit. The final land use decision, including all appeals, shall be completed within 120 days as per the requirements in Section 3.202.05. (2/01)

L. Expedited Land Division. If qualified under ORS 197, an expedited land division provides an alternative to the standard review procedures for land division as set forth by the city. The application shall be processed as provided by state statute in lieu of the city's procedures. (6/16)

3.202.05 Special Procedural Requirements

A. 120 Day Time Limit

If for any reason it appears that such final action may not be completed within the 120 day period, unless the applicant voluntarily extends the time period, the following procedures shall be followed regardless of other processes set forth elsewhere in this Ordinance. (5/98)

1. The City staff shall notify the City Council of the timing conflict by the 95th day. The City Council shall, in accordance with its own procedures, set a time for an emergency meeting within the 120 day period. (5/98)

2. Public notice shall be mailed to affected parties as specified in Section 3.204.02. (5/98)

3. The City Council shall hold in a public hearing on the specified date, in accordance with the provisions of Section 3.204 and render a decision approving or denying the request within the 120 day period. Such action shall be the final action by the City on the application. (5/98)

B. Performance and Maintenance Bonding (2/01)

Conditions of approval required by the City shall be completed prior to the issuance of any building permit within a residential subdivision or partitioning, or an occupancy permit for any other use. When an applicant provides information which demonstrates that it is not practical to fulfill all conditions prior to issuance of such permit, the City may require a performance bond or other guarantee to ensure compliance with zoning regulations or fulfillment of required conditions. (2/01)

1. Types of Guarantees - Performance guarantees may be in the form of performance bond payable to the City of Keizer, cash, certified check, time certificate of deposit, or other form acceptable to the City. The City Attorney must approve the form and appropriate documents filed with the City Recorder. Agreements may be recorded to restrict building permits. (2/01)

2. Amount of Guarantee - The amount of the guarantee must be equal to at least one-hundred-ten percent (110%) of the estimated cost of the performance. The applicant must provide a written estimate acceptable to the City, which must include an itemized estimate of all materials, labor, equipment and other costs of the required performance. (5/98)

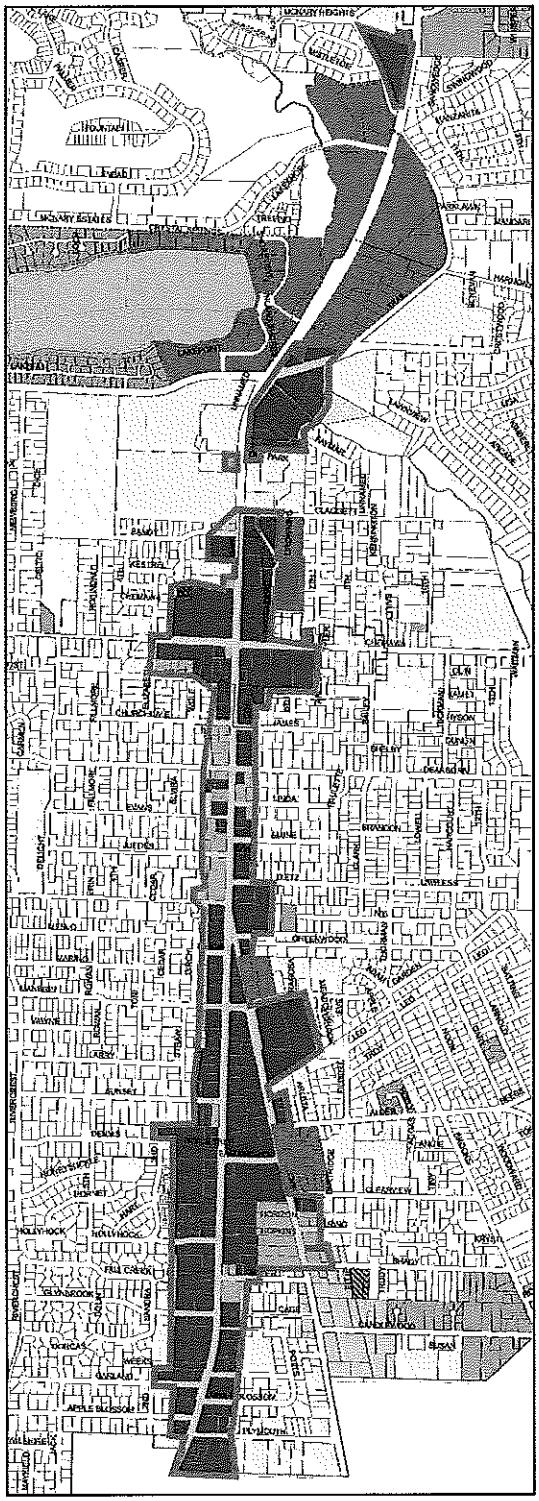
3. Completion of Performance - All improvements shall be completed within one year of filing the performance guarantee. The Administrator may extend this time limit for up to one additional year. (2/01)

4. Maintenance Bonds for public improvements of 40% of the total cost of improvements is required for one year warranty. (2/01)

APPENDIX C – PROPOSED ZONING MAP AMENDMENTS

APPENDIX C – ZONING MAP AMENDMENTS

Rezoning of commercial parcels to Mixed Use (MU)



APPENDIX D – PROPOSED COMPREHENSIVE PLAN AMENDMENTS

City of Keizer Comprehensive Plan

City Council Adoption: January 19, 1987
Updated December 16, 2013, August 18, 2014

LCDC Acknowledgement:
Salem Area Comprehensive Plan May 20, 1982
Keizer Amendment February 10, 1987
Keizer Amendment February 3, 2003

Keizer Periodic Review Ordinances:
December 5, 1994 and July 17, 1995

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I. INTRODUCTION

A. PURPOSE

The Keizer Comprehensive Plan is a long-range plan for guiding conservation and development in the City of Keizer to the year 2033. The goal of the plan is to accommodate the conservation and development of Keizer's resources, neighborhoods and lands in a timely, orderly and efficient manner consistent with the needs and aspirations of present and future city residents. It is also the plan's goal to ensure that Keizer is an active participant in the Salem/Keizer region, and the actions and activities of regional significance are coordinated with all appropriate local governments. (2013)

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

B. ORGANIZATION

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

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

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

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

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

C. REQUIREMENTS FOR COMPREHENSIVE PLANNING IN OREGON

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

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

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

D. RELATIONSHIP TO SALEM AREA COMPREHENSIVE PLAN

GENERAL HISTORY

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

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

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

A. HISTORICAL DEVELOPMENT

Keizer has grown from a largely agricultural community in the early 1950's to the fourteenth largest city in Oregon. In the 1960's and 1970's, Keizer grew rapidly from south to north along both sides of North River Road. This arterial links the suburban residential neighborhoods in Keizer to employment and shopping opportunities in central Salem. North River Road and Wheatland Road also provide access to the agricultural lands in northern Marion County. (2012)

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

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

B. EXISTING CONDITIONS

1. POPULATION (2012

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

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

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

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

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

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

* Incorporation of city (2012)

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

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

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

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

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

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

2. EMPLOYMENT (2012)

Three trends dominate employment growth in the Salem/Keizer region. First, government continues to provide nearly one-third of the employment for the SMSA

despite minor decreases since 1980 and strong long-term growth in other sectors. Second, there is an increasing proportion of employment in the services and in retail trade. Most of these gains have been during the last ten years as Salem's importance as a regional retail and distribution center grew. Third, agricultural and manufacturing (e.g., lumber, wood products, and food processing) have a decreasing share of the employment in the local economy. This decrease is a result of growth in other manufacturing industries from increasing mechanization and decreasing employment in extractive industries (e.g., machinery, printing, other durable goods). (2013)

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

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

3. HOUSING

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

GENERAL DEMOGRAPHIC PROFILE
KEIZER, OREGON

POPULATION, HOUSEHOLDS, FAMILIES, AND YEAR-ROUND HOUSING UNITS					
	2000 (Census)	2010 (Census)	Growth Rate 00-10	2013 (Proj.)	Growth Rate 10-13
Population[1]	32,203	36,478	1.3%	36,864	0.4%
Households[2]	12,110	13,703	1.2%	13,824	0.3%
Families[3]	8,642	9,498	0.9%	9,582	0.3%
Housing Units[4]	12,774	14,445	1.2%	14,531	0.2%
Group Quarters Population[5]	280	364	2.7%	368	0.4%
Household Size	2.64	2.64	0.0%	2.64	0.0%

PER CAPITA AND AVERAGE HOUSEHOLD INCOME					
	2000 (Census)	2010 (Est.)	Growth Rate 00-10	2013 (Proj.)	Growth Rate 10-13
Per Capita ($)	$20,119	$24,645	2.0%	$26,192	2.0%
Average HH ($)	$53,425	$64,272	1.9%	$67,937	1.9%
Median HH ($)	$45,052	$53,042	1.6%	$55,705	1.6%

SOURCE: Claritas, Census, and Johnson Reid

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

[2] 2013 Households = 2013 population/2013 HH Size

[3] Ratio of 2013 Families to total HH is kept constant from 2010.

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

[5] Ratio of 2012 Group Quarters Population to Total Population is kept constant from 2010.

(2013)

4. LAND USE

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

5. BUILDABLE LANDS

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

Figure 1. SUMMARY OF EXISTING EMPLOYMENT BUILDABLE LANDS INVENTORY

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

(2013)

6. NATURAL RESOURCES AND WILLAMETTE GREENWAY

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

7. PUBLIC FACILITIES, SERVICES AND TRANSPORTATION

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

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

b. Adequate water supply is provided to the urbanized portions of the city. Water service is available to serve undeveloped areas within the city limits. (2013)

c. Adequate sanitary sewer service is provided to the urbanized portions of the city. Sewer service is available to all major undeveloped areas, and a master plan for sanitary sewers has been prepared. (2013)

d. Sanitary sewer treatment is provided by the City of Salem under a service agreement with the City of Keizer, (2013)

e. Stormwater facilities include the municipal separate storm sewer system (MS4) and underground injection control (UIC) devices; more commonly known as drywells. Not all portions of the City are served by stormwater facilities, and some existing portions of the system are undersized. (2014)

f. The City is responsible for a dike constructed along the east bank of the Willamette River in southwest Keizer. The dike was a joint city/Army Corps of Engineer's project designed to reduce the threat of flooding along the Willamette River. (2013)

g. Lands needed for park lands both developed and undeveloped are considered to be slightly less than national standards and will require 42 additional acres to meet future needs (2013)

h. Transportation facilities and public transportation services (such as Salem Area Mass Transit District) in Keizer as identified in the city's Transportation System Plan are considered to be adequate to handle existing travel demands. The city is working with the state on the development of an Interchange Management Area Plan that addresses the need for future improvements to the I-5 interchange that will be needed to accommodate future growth. (2013)

C. EXPECTED FUTURE GROWTH

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

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

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

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

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

The key regional issues identified in the EOA are:

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

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

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

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

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

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

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

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

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

- The three areas (Keizer, Salem and Turner) have a supply of nearly 660 acres of general industrial land and a need for about 300 gross acres of general industrial land. Thus, the region has a surplus of about 360 acres of general industrial land. (2013)

- The three areas have a supply of about 320 acres of general commercial land and a need about 920 gross acres of general commercial land (office and retail). Thus, the region has a deficit of about 600 acres of general commercial land. (2013)

- The Salem-Keizer metropolitan area has a sufficient supply of general industrial land to meet general industrial employment growth over the 20-year period. (2013)

- The metropolitan area lacks general commercial land to meet expected commercial and retail growth, which is related to projected population growth. (2013)

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

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

The regional EOA concluded that:

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

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

D. CONCEPTS FOR DIRECTING GROWTH

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

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

1. Policies which encourage stabilization, infill, and improvement should be emphasized for existing residential neighborhoods and commercial areas in Keizer. (2013)

2. Adequate lands should be made available for future industrial and commercial development that seek to realize the identified economic vision and goals, and that will allow for a mix of housing types. Keizer should place a high priority on providing public facilities to newly developing areas and on encouraging affordable housing. (2013)

3. The area around the Willow Lake Sewage Treatment Plant is designated a special policy area, and policies have been developed to address the unique characteristics of that area. These policies establish a special policy area in which uses that will be affected by noise and odor originating from the treatment plant are limited. (2013)

4. Open space areas along Claggett Creek, Labish Ditch, intermittent drainages, and the Willamette River should be preserved. (2014)

5. The floodplain permit process should be used to ensure that flooding problems within the 100-year floodplain are addressed before major new developments are approved. (2013)

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

III. FINDINGS AND POLICIES

In this chapter, there are findings supporting each plan element listed, along with goals and policies outlining the city's intentions in managing its natural and man-made resources. Findings are facts derived from technical analysis, and public opinion on important issues. Goals and policies are derived from the statewide goals, and are general, and site or topic specific. (2013)

This chapter contains seven sections, each concerned with a specific topic area. Significant Natural and Cultural Features addresses agricultural, natural resources and open spaces, environmental quality, energy conservation, Willamette Greenway, resource conservation, historic resources, and 100-year flood plain. Findings for each topic area are followed by goals and more specific policies. (2013)

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

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

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

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

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

A. SIGNIFICANT NATURAL AND CULTURAL FEATURES

1. FINDINGS

a. Agricultural Lands

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

b. Forest Lands

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

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

1) Inventories undertaken for Keizer as part of the Salem Area Comprehensive Plan have identified the following potentially sensitivity resources:

a) Open Spaces - City parks, the Willamette River, Claggett Creek, Labish Ditch, intermittent drainage corridors, McNary Golf Course, flood plains at the northwestern edge of the city and school grounds. The recent addition of the Keizer Rapids Park has provided additional access to the Willamette River and opportunities for open space along the river. The regional park serves a vital function to the recreational and health needs of the city and region. (2014)

b) Fish and Wildlife - Approximately 9,000 linear feet of Willamette River corridor, Claggett Creek, Labish Ditch, and the flood plain areas. (2014)

c) Vegetation - Willamette River, Labish Ditch and Claggett Creek riparian corridors, and jurisdictional wetlands. (2014)

d) Groundwater Resources - The Troutdale formation and the recent alluvium of the Willamette River floodplain. All groundwater is a potential drinking water source and a resource to recharge and cool surface water. (2014)

e) Aggregate Resources - There are two existing aggregate sites near Chemawa Road and the Willamette River outside the City and the UGB. No future sites exist within the city limits.

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

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

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

(1) Because there is no fish barrier at the confluence of Claggett Creek and Labish Ditch within the City, Labish provides habitat for those native aquatic species found in Claggett Creek. (2014)

(2) Labish Ditch is considered a tributary of Claggett Creek and is therefore subject to in-water work periods. The primary value of the trees and vegetation within the riparian corridor is related to water quality and habitat issues. (2014)

(3) Development along Labish Ditch can take place only with preservation of the riparian corridor and elevated bank stabilization measures. (2014)

(4) ODFW has determined that the portion of Labish Ditch within or adjacent to the City of Keizer is subject to the same requirements as Claggett Creek. (2014)

(5) Although portions of Labish Ditch were artificially constructed, the section of waterway that abuts, or transects the City, functions as a natural drainage. The waterway may be utilized by native resident fish such as cut throat trout, sculpin, speckled dace, and shiners. **(2014)**

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

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

(1) The portion of Claggett Creek within Keizer includes nearly 16,000 linear feet and lies within the 100-year floodplain and portions of it lie within the 500-year floodplain as well. **(2014)**

(2) The Claggett Creek corridor is currently protected by a flood plain overlay zone.

(3) ODFW states that Claggett Creek may be utilized by native resident fish such as cut throat trout, sculpin, speckled dace, and shiners. **(2014)**

(4) A variety of vegetation exists in the Claggett Creek corridor, which provides important urban habitat for resident and nonresident songbirds, migratory waterfowl, and wildlife such as raccoon and muskrat.

(5) The variety of topography in the Claggett Creek corridor offers opens spaces for organized recreation (between Dearborn and Chemawa); limited access wetland and riparian habitat for wildlife (Chemawa to Lockhaven and downstream of McNary Golf Course); and combined open space and riparian habitat for controlled public access and wildlife (Dearborn to the Salem Parkway). **(2014)**

3) The existing floodplain overlay zone and zoning ordinance setback requirements adequately protect these resource values. Examples of requirements include: 1) all subdivision proposals must have adequate drainage to reduce flood hazard, 2) new residential construction much be confined to instances where lowest floor of houses is two feet above base flood level, 3) zoning ordinance provides a 25 foot building setback from the mean high water mark of streams; and 4) no development is permitted within a floodway without an engineer's study showing that the development will result in no net rise of the waterway. (2013)

4) A letter of map amendment was issued by FEMA in October 2002 that removed a significant portion of west Keizer from the 100 year floodplain. This was a result of the construction of the dike along the Willamette River. (2013)

5) Keizer is located on a relatively flat plain, and thus the only scenic views are from existing residential areas toward the Willamette River. Agricultural areas to the north and west of Keizer outside of the UGB offer a scenic setting as does the McNary Golf Course and the Claggett Creek corridor within the City.

6) The Cultural and Historic Resources survey conducted for the Salem Area Comprehensive Plan listed no resources within the City of Keizer. (2013)

7) The State Historic Preservation Office in 2013 indicated that 29 buildings in Keizer have been inventoried to determine whether they have any cultural or historic significance. Of this inventory, 2 properties were public, 4 were commercial and the remaining 23 sites were residential properties. This inventory further indicated that 18 properties were not eligible or non-contributing with regard to historic designation; 8 properties were determined to be eligible contributing (2 were in public use, 5 were in residential use, and 1 in a commercial

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

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

d. Environmental Quality

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

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

2) According to DEQ, the major water quality problems in the Salem/Keizer urban area are associated with urbanization. Pollutants of particular concern include bacteria, mercury (associated with sedimentation and erosion), temperature, and dissolved oxygen. Heavy metals, associated with transportation, and pesticides are growing areas of concern in regard to water quality. **(2014)**

3) Because the city obtains all of its water supply from underground sources, the city is concerned about maintaining the water quality of this resource and seeks to avoid expensive alternatives or future remediation measures. The city closely monitors water quality from its

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

4) A DEQ and Marion County Health Department survey in 1984 identified a concern relating to a significant number of failing septic systems in the northern portion of the city. Since then sanitary sewers have since been installed in this area and the problems associated with failing septic systems have been corrected. The installation of sanitary sewer lines, along with waterlines, have allowed for numerous properties to be developed and to connect to full city services. There are no known wide spread problems that would require extensive extension of city services. There is a very small percentage (1-2%) of homes within the city that still use private septic systems. As these systems fail and require upgrading, it is the city's policy that properties that are within 300 feet of sanitary sewer lines then connect to that line. Over time, the number of private septic systems within the city is decreasing and the likelihood of groundwater contamination from these sources is also decreasing. (2013)

5) Noise measurements and forecasting undertaken for the March 1982 Conformance Report led to the conclusion that the principal noise generator in the Salem area is the automobile. Several studies have been conducted in the Keizer area since 1982 in association with road widening. Specifically, measurements were made along North River Road and the Salem Parkway. Some specific locations along major arterials were found to be above state guidelines, but overall there is a minimal noise problem. No noise problems were identified on smaller streets.

6) In the late 1980s and early 1990s, the issue of odors from the Willow Lake Treatment Plant resulted in an agreement between the City of Salem (operator of the treatment facility) and Keizer for the creation of a special Noise/Odor Impact Overlay zone to be added to the development code. This both limits certain type of development near

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

7) In recent years, concerns over garbage waste and land fill capacity has resulted in greater opportunities for waste reduction. Keizer residents are given the opportunity to reduce their household waste volumes through recycling and composting collection containers by the two garbage haulers in the city. While the city does not have a waste management plan, Marion County has taken the lead on the establishment of this plan and envisions a 51.5% waste reduction rate through the planning period to be an achievable rate. (2013)

8) The city has developed stormwater requirements aimed to reduce the amount of runoff from sites being developed that are consistent with state and federal regulations. These requirements seek to treat stormwater on-site as a means to reduce the stormwater outflow to waterways. **(2014)**

9) DEQ has determined that the City is a designated management agency for the Willamette Basin Total Maximum Daily Load (TMDL) for its stormwater discharges to the Willamette River from Labish Ditch, Claggett Creek, and nonpoint sources. The City of Keizer TMDL Implementation Plan was approved by DEQ in April 2008. The Plan was revised and approved in 2012. The pollutants of concern to the receiving waters, the Willamette River, are bacteria, temperature, and mercury. Additional pollutants will be added based on monitoring in subsequent years. Heavy metals and pesticides are likely to be included in the relatively near future. **(2014)**

10) The City of Keizer is a National Pollutant Discharge Elimination System (NPDES) permit holder. The federal Clean Water Act designates that stormwater be regulated as a point source. The City of Keizer is identified as a Phase II jurisdiction because of its location within the Salem/Keizer urban area. In Oregon, DEQ is the authorized agent for the Environmental Protection Agency (EPA) who administers the stormwater regulations in the Clean Water Act. Keizer was issued NPDES permit #102904 in March 2007. The NPDES permit, and implementation of the Stormwater Management Plan referenced in the permit, allow the City to discharge stormwater directly to local waterways. Failure to implement the Management Plan or remain in compliance with the permit can result in fines and/or third party lawsuits. **(2014)**

11) The United States Congress enacted Underground Injection Control (UIC) rules in 1974 under the federal Safe Drinking Water Act. The EPA administers these rules under Title 40 of the Code of Federal Regulations (CFR) parts 144-148. In Oregon, the EPA has delegated the regulation of UICs to DEQ. OAR 340—044 regulated all

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

e. Natural Hazards

1) Based upon a detailed inventory of hazards by the Oregon Department of Geology and Mineral Industries there are two major types of natural hazards that were estimated to affect Keizer. These were the result of flooding associated with the Willamette River and/or flooding of the river and impacts on feeder streams such as Claggett Creek, and impacts associated with an earthquake. While there is no known fault line under the city, it is estimated that damage would occur from shaking of soft soils. While the city is generally quite flat there is one area of steep slopes in the northwest quadrant, however no specific hazards associated with landslides was noted on the inventory. This is not to say that any potential development on steep hillside might not be at risk and may require special engineering studies and unique construction methods. (2014)

2) A dike/riverwall was constructed along the Willamette River in 1965 to protect the area along the river from flooding. Responsibility for maintenance and enforcement of dike standards lies with the City in conjunction with the Army Corps of Engineers which certified the design and construction of the dike / riverwall. (2013)

3) In consideration of the construction of the dike / riverwall, FEMA issued a Letter of Map Adjustment which recognized the effect of the lowering of the impact of flooding in the western portion of Keizer. This removed hundreds of properties from the 100 year floodplain. The main areas within the city that are within the 100 year floodplain are low lying areas adjacent to Claggett Creek, Labish Ditch, Staats Lake, and the roads and golf course in McNary Estates, and the lower portion of properties upstream of the dike / riverwall. (2013)

4) The city has established an emergency management team which works with other jurisdictions to better plan for natural hazards and to develop response plans for such emergencies. (2013)

f. Willamette Greenway

1) A Willamette Greenway Boundary has been established for the portion of the Willamette River within the Keizer City limits. This boundary is shown on the Willamette Greenway Boundary Plan and should be evaluated to determine if any revisions to the boundary should be made as it appears to have several discrepancies. (2013)

2) A vast majority of the lands abutting the Willamette Greenway Boundary are already developed in residential uses, and there are three existing city parks along the Willamette River which provides for opportunities for the provision of public river access or park recreation. At this time, there are no uses within the Willamette Greenway Boundary which conflict with the overall goal of resource protection, conservation and enhancement. (2013)

3) A Willamette Greenway Overlay Zone has been incorporated into the Keizer Zoning Ordinance. Specific regulations are applied to the lands within the overlay zone including the permitting process, specification of allowed uses, use management and procedural requirements. (2013)

2. GOALS AND POLICIES

a. General Goals

1) Preserve and maintain agricultural lands within the UGB until needed for urban development.

2) Conserve open space and protect natural, cultural and scenic resources.

3) Maintain and improve the quality of air, water and land resources.

4) Protect life and property from natural disasters and hazards.

5) Encourage energy conservation.

6) Protect, conserve, enhance and maintain the natural, scenic, historical, economic and recreational qualities of lands along the Willamette River.

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

b. Agricultural Lands Policies

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

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

c. Natural Resources and Open Space Policies

1) Protect and preserve open space areas along the Willamette River and Claggett Creek, in public parks and school grounds. A change in the zoning of these areas shall be reviewed to evaluate the effects of such change. Develop strategies to improve existing and future parks along the river to maximize access to the river without impacting riparian areas or water quality (2014)

2) Protect and manage identified significant wildlife habitats that may be identified in the future in accordance with the State Wildlife Management practices.

3) It is the intent of the City of Keizer that Labish Ditch and Claggett Creek shall be protected. Protect the riparian vegetation adjacent to Claggett Creek, Labish Ditch, and the Willamette River from development impacts through the flood plain ordinance, Discharge Ordinance, Erosion Control Ordinance, and other conservation area policies. (2014)

4) Protect, preserve and maintain waterways as scenic, recreational and natural resources as required under the NPDES permit and TMDL Implementation Plan. Access to waterways for maintenance purposes should be allowed and implemented in a water quality minded manner. **(2014)**

5) Prohibit filling of natural drainage courses. **(2014)**

6) The city shall revise park and recreational plans to meet the increased recreational needs created by infill and redevelopment and shall implement the necessary process to meet the current and future needs of the city. (2013)

d. Historic and Cultural Resources Policies

1) Protect and encourage the preservation of cultural and historic resources that may be identified in the future.

2) Develop an inventory and analysis of historic and culturally significant resources within the city. (2013)

3) Ensure the preservation of officially listed historic resources by criteria contained in Historic resource chapter of the Keizer Development Code. (2018)

e. Environmental Quality Policies

1) Maintain compliance with state and federal regulations in regard to stormwater quality through implementation of the City's NPDES permit, WPCF permit, TMDL Implementation Plan, and any approved guiding documents. (2014)

2) Maintain public infrastructure as is required by state and federal regulations and local permitted activities. (2014)

3) The city shall participate with Marion County in the implementation of its waste management planning process. (2014)

4) Continue to participate in regional efforts to minimize the odor near the Willow Lake Waste Water Treatment Plant. (2013)

5) The city shall follow best management practices with regard to the operation of its facilities to minimize all negative environmental impacts. (2014)

6) In the review of land use applications, the city will not only require the proposal to comply with all applicable state environmental regulations but will also seek ways to minimize any impact it may have on natural features. (2014)

7) Require an approved Department of State Lands wetland determination for any development proposed that is within an identified wetlands as shown on the wetland inventory map or which appear to exhibit possible wetland characteristics. Any development will need to be consistent with all state and federal regulations affecting the use of wetlands. (2014)

f. Energy Conservation Policies

1) Consider and foster the efficient use of energy in land use and transportation planning.

2) Encourage site planning, landscaping and construction, which supports solar energy use and conservation.

3) Allow development of underground facilities for homes, commercial and semi-public, and public services and activities in order to reduce amounts of energy needed for heating and cooling.

4) Encourage renewal and conservation of existing urban neighborhoods and buildings, and create a multi-centered land use pattern to decrease travel needs. In-filling of passed over vacant land should be encouraged. Emphasis on close locational relationships among

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

5) Provide for higher density and more economical residential developments as an alternative to single-family detached housing.

6) Plan for commercial, office, retail and service facilities, including schools, churches, public and semi-public uses at both the community and neighborhood level, and within walking distance of residential areas.

7) Encourage cluster developments of mixed uses to promote energy conservation and to allow more efficient centralized energy systems.

g. Willamette Greenway Policies

1) Maintain and enforce regulations to control the use of land and intensity of uses within the Willamette River Greenway boundary. The predominant land use is single family residential with a significant amount of park lands which should be protected from incompatible uses. This boundary should be evaluated to determine if any revisions to the boundary should be made as it appears to have several discrepancies. (2013)

2) Exempt from the Willamette Greenway regulations are small modifications of existing structures. Normal maintenance activities as defined in the Zoning Ordinance are also exempt. (2013)

3) Establish setbacks through the Willamette Greenway regulations review process. Except for water-related and water-dependent building and structures, buildings and structures shall be located 30 feet or more upland from the ordinary high water line unless it can be shown that the parcel size makes meeting this requirement impossible, or natural features would be lost if the standard is met. (2013)

4) Conserve riparian vegetation and wildlife within the Willamette Greenway boundary. Conservation shall include protecting and managing river banks, sloughs, wildlife and vegetation. (2013)

5) Minimize disturbance to private property where adjacent to public use areas. (2013)

6) Acquire additional sites when available for recreation and scenic views and access to the Willamette River. (2013)

7) Support aggregate extraction within the river channel and on lands adjacent when determined to be compatible with the purpose of the Willamette Greenway. Proposed extraction must meet any state and federal regulations regarding extraction and be designed to minimize the adverse effects on water quality, fish and wildlife, vegetation, bank stabilization, stream flow, visual quality, noise and potential land use. (2014)

8) Ensure that the Keizer Dike is maintained consistent with applicable Army Corps of Engineer certification requirements. (2013)

h. Resource Conservation Policies

1) Provide for additional protection, preservation and maintenance for the resource conservation area as indicated in the Resource Conservation Overlay Zone in the Keizer Development Code (KDC) and by: (2013)

a) Require new development in Resource Conservation Areas be done consistent with the regulations in the Resource Conservation Overlay Zone in the KDC. (2013)

b) Allow selective removal of invasive vegetation so as to improve the natural scenic and habitat value of these areas. **(2014)**

c) Areas disturbed during construction of necessary public facilities will be replanted in such a way to enhance the scenic and habitat values of the area and adequately protect the site from erosion that may occur as a result of disturbance. **(2014)**

d) Establish as a priority public acquisition in the Claggett Creek corridor those areas designated in the comprehensive plan as needed and appropriate for park and recreation purposes.

e) Allow the transfer of development rights within the same parcel when resource conservation lands are donated to the city, or when permanently dedicated for open space purposes.

f) Require private owners to maintain conservation areas in order to preserve and enhance habitat values, and comply with overlay zone regulations and applicable federal wetland standards. **(2014)**

i. 100-year flood plain Policies

1) Regulate development in the floodplains and floodways to preserve and maintain the capability of the floodplain to convey the flood water discharges and to minimize danger to life and property. (2013)

2) Adopt in the form of an overlay zone regulations to control development within the 100-year floodplain. Require new development to comply with all applicable floodplain regulations, including submittal of certified elevation certificates, and retention of all floodplain action records. (2013)

3) Maintain and improve the dikes along the Willamette River consistent with Army Corps of Engineer requirements, and enforce standards which ensure protection of the structural integrity of the dike. (2013)

B. URBAN GROWTH AND GROWTH MANAGEMENT

1. FINDINGS

a. General

1) The City of Keizer is within the shared Salem-Keizer Urban Growth Boundary. It is the city's intent to recognize the existing urban growth boundary in the vicinity of its jurisdiction, for urban growth and will analyze its land needs within city limits in context with the larger UGB. (2013)

2) Within existing city boundaries, there are approximately 4,400 acres of land. The buildable lands inventory revealed that the vast majority of this land is currently developed with uses consistent with the applicable underlying zone designation. As previously indicated the largest land use category allows for residential uses followed by commercial use designations. The employment buildable lands inventory found that approximately 111 acres of land in Keizer is vacant, partially vacant or re-developable with an appropriate zone designation (Agricultural Industrial, Commercial General, Commercial Mixed Use, Commercial Office, Commercial Retail, Industrial Business Park, Industrial General and Mixed Use) that can be considered to be available to meet some of the employment needs. The residential buildable lands inventory found 315 acres of land in Keizer to be either vacant, partially vacant, or re-developable with an appropriate zone designation (Single Family Residential, Medium Family Residential, Urban Transition, Mixed Use), and to be considered available to meet some of the future residential needs. (2013)

3) The need for vacant buildable lands for urbanization for the 20 year timeframe (2013-2033) expressed in this plan is based on estimates for population growth and land needed to accommodate that growth, applied to population growth forecasts specific to Keizer. The EOA and HNA documented that there will be a need of 21.6 acres of land for commercial needs; no additional land for future industrial needs; 41.8 acres to meet future institutional needs; 267.6 acres to meet projected residential needs; 43.5 acres for future park needs; and, 10 acres for school needs. (2013)

4) The area within Keizer's city boundary is insufficient to meet forecasted future growth given the very limited amount of large undeveloped properties available to meet projected future needs. For example, the HNA documented that the capacity of the inventory of buildable residential lands found there is a supply of 315 acres which could accommodate 2,422 units. However, the calculated 20-year need was determined to be 4,513 units which leaves a need of 2,090 units which cannot be accommodated within the city's current jurisdictional boundary. The EOA inventory revealed that there are no

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

5) The City of Keizer provides the following major public facilities and services within its municipal boundary: sanitary sewer by an agreement with Salem, water, streets, stormwater facilities, parks, police protection and general government. The Keizer Rural Fire Protection District and Marion County Fire District #1 both provide fire protection services within the city. (2014)

6) The results of the 2009 Keizer Visioning process provided directions that the City can take to realize it's short and long term ideal future. They are: (2013)

   a) Manage Growth and Development. Maintaining Keizer's "small town feel", while balancing growth and development pressures will continue to be a high priority challenge. While growth is not unexpected, residents do not necessarily favor expanding the Urban Growth Boundary (UGB). Rather, they cite alternative means of accommodating growth in ways that maintain the general size of the city and the inherent sense of community and togetherness they cherish. (2013)

      (1) Consider policies that enhance the efficient use of existing land within the UGB. (2013)

      (2) Review the long-term impacts to community livability of seeking additional land though expansion of the City's UGB. (2013)

   b) Maintain a Sense of Community. Keizer is a proud community of active, involved citizens. Residents cherish the community's volunteer spirit as a key asset in realizing their Vision. Keizer residents favor additional opportunities for all to participate in their community. Additionally, Keizer residents have a proud sense of togetherness. (2013)

      (1) Consider maintaining one high school as a symbol of community connectedness. (2013)

      (2) Maintain and increase civic celebrations and other volunteer efforts. (2013)

   c) Become More Sustainable. Sustainability is at the heart of Keizer's future. Residents want a clean, green environment that includes additional parks, clean water, and abundant greenery. (2013)

      (1) Promote policies that enhance the ability of automobiles, pedestrians and bicycles to get around more efficiently. (2013)

(2) Create and encourage neighborhoods that are more connected, with goods and services easily available. (2013)

d) Maintain Efficient Public Services. Keizer residents are proud of their public services and favor those that are fiscally resourceful. Public safety is of highest priority. Residents also want a responsive government that meets their expectations in an efficient manner. (2013)

(1) Engage more residents in ongoing deliberative, collaborative efforts with their government. (2013)

(2) Build and strengthen networks and coalitions with partner organizations. (2013)

e) Preserve Keizer's Livability. Keizer is a livable community and residents want to keep it that way. Aspects of livability include: keeping Keizer a safe place to live; maintaining streets and roads; controlling traffic and managing development; making Keizer an affordable place to purchase and own a home; attracting diverse industries with family-wage jobs; encouraging cultural and civic facilities; and favoring additional places to shop that appeal to a variety of people. (2013)

(1) Increase the number and access to parks and open space; and add greenery to enhance the physical health and beauty of the community. (2013)

(2) Develop and nurture economic development policies that attract and retain desirable jobs for current and future Keizer residents. (2013)

7) Keizer has a unique opportunity to capitalize on existing open space and recreation facilities at the center of the city by encouraging a mixed-use development creating a town center. (2013)

2. GOALS AND POLICIES

a. General Goals

1) Ensure a coordinated, current, and vital urban growth program in the Salem/Keizer urban area. This will be accomplished by: (2013)

a) Maintain a shared urban growth boundary through a coordinated regional effort. (2013)

b) Adopt urban growth objectives and policies developed through a coordinated regional effort.

c) Adopt a revised urban growth coordination agreement among the cities of Keizer and Salem and counties of Marion and Polk whereby land use actions of regional significance are considered by all jurisdictions. (2013)

2) Within the Keizer portion of the shared Salem-Keizer urban growth boundary: (2013)

a) Ensure adequate buildable land is available for all uses particularly lands necessary to realize the city's economic vision as identified in the Keizer EOA. (2013)

b) Provide for the orderly and efficient provision of public facilities and services.

c) Encourage development in areas already served by major public facilities before extending services to unserved areas.

b. Urban Growth Policies

1) Contain urban development within planned urban areas where basic services such as sewers, water facilities, police and fire protection can be efficiently and economically provided.

2) Conserve resources by encouraging orderly development of land by adopting efficiency measures that will further allow for the efficient use of urban land. (2013)

3) Preserve farmland and open space not needed for urban growth.

4) Make more economical use of local tax dollars in locating facilities and providing services for the benefit of all citizens within the urban growth area.

5) Provide property owners greater security in long-range planning and investments through responsible and stable land use policies. (2013)

6) Make it possible for utility extensions, transportation facilities, and schools to be designed and located so as to more closely match population growth.

7) Preserve and enhance the livability of the area.

8) Use public facilities and services as a frame work for urban development.

9) Maintain an adequate land supply to meet the needs of the city. (2013)

a) Future urban development will be contained within the geographical limits of an urban growth boundary unless it is

demonstrated that there is not sufficient land within the UGB to accommodate forecasted growth. (2013)

b) An urban growth boundary will be maintained by the affected local jurisdictions and said parties will take the necessary action to have the boundary and the policies herein set forth made a part of their respective Comprehensive Plans. Work with the other jurisdictions to maintain and strengthen regional implementation of state wide planning goals. (2013)

c) Coordinate with Marion County to ensure that the area outside the urban growth boundary will be maintained with low-density living areas, agricultural, open space lands, and other uses compatible with the intent of the urban growth policies. (2013)

d) Work toward the development of the most efficient and economical method for providing specific urban services to the area within the urban growth boundary. (2013)

e) Encourage the orderly annexation to the City of Keizer of the land within the urban growth boundary that is contiguous to the city limits of Keizer. (2013)

f) Work toward improved delivery systems of services that require coordination by larger units of government. (2013)

g) Urbanizable areas within the urban growth boundary will be considered as available for annexation and urban development.

h) Development of land with existing urban services will be encouraged before the conversion of urbanizable lands to urban uses.

i) Sewer or water services will not be extended to subdivisions developing outside city limits and county service districts. Such areas must be annexed to the cities to receive those services except as may be agreed by the city and consistent with all applicable State and County requirements. (2013)

j) Any proposed UGB revision shall show a demonstrated need based on State requirements as outlined in applicable state statutes and administrative rules. (2013)

(1) Housing needs shall be coordinated with the regional needs; transportation systems, public services efficiencies and infrastructure costs shall be evaluated in order to provide the most effective and efficient services and provide for the highest quality of life. (2013)

(2) Employment lands should be provided to implement the economic vision created and adopted in the EOA. (2013)

k) When evaluating the merits of a UGB expansion, consideration shall be given to minimizing the affects of multiple school districts. (2013)

l) Work with Marion County to develop an appropriate zone designation for lands that are brought into the UGB but not into the city limits. This shall include strategies such as: (2013)

(1) Retaining lots as large as possible by discouraging subdivision or partitions until the land is annexed. (2013)

(2) Lands identified for employment needs restrict uses to only those uses compatible with the adopted EOA by establishing zoning districts that will limit or restrict incompatible uses. (2013)

m) When evaluating a UGB expansion area, give consideration to the least disruption to quality of life and environmental value in the areas under consideration and of the city as a whole. (2013)

n) UGB expansion areas shall be governed by land use regulations and shall be sensitive to established land use patterns. (2013)

o) Promote effective urbanization of underutilized lands within the existing UGB. (2013)

c. Growth Management Policies

1) Establish as a priority the extension of services to areas identified for future development with high value employment as identified in the Keizer EOA. (2013)

a) Develop a plan and implementation program for public facility financing.

b) Encourage the consolidation of existing parcels. Discourage further subdivision of existing parcels.

c) Retain agricultural zoning until long-term public facilities are planned or available. Once facilities are planned or available, actively recruit new commercial and industrial development.

2) Establish as a low priority the extension of public facilities to the area around the Willow Lake Sewage Treatment Plant.

3) Support public facility extensions when new development provides its own financing. The cost of new growth should, to the extent possible, be borne by the new growth itself.

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

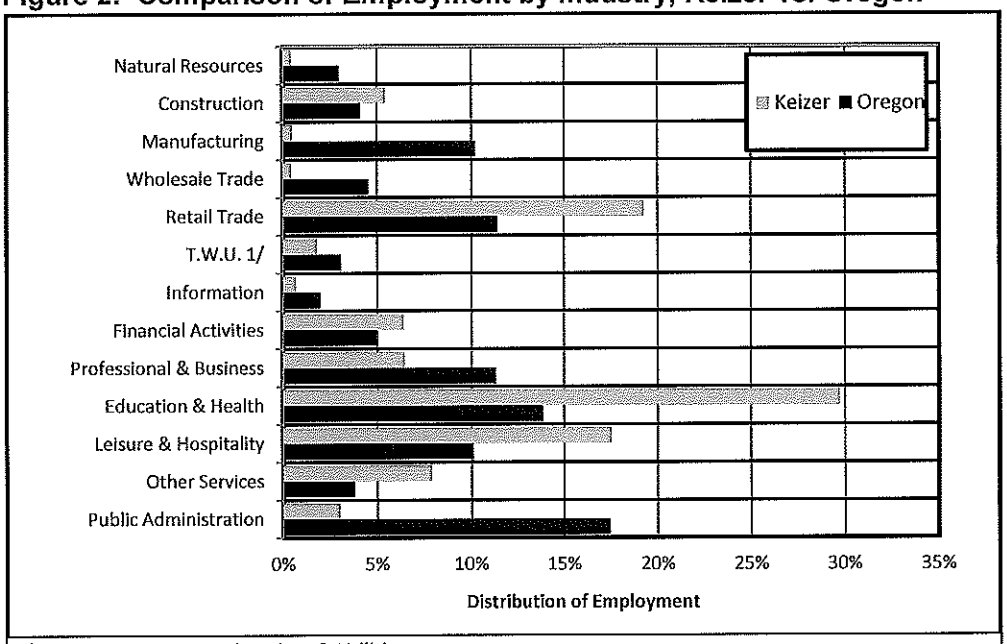
C. LAND-USE AND ECONOMIC DEVELOPMENT

1. COMMERCIAL AND INDUSTRIAL EMPLOYMENT

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

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

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



1/ Transportation, Warehousing, & Utilities
SOURCE: Oregon Employment Department
(2013)

2) The composition of employment by industry in Keizer exhibits several large deviations from the statewide composition (Figure 2). These deviations represent Keizer's competitive advantages in the economy, which fall largely in population-driven services. Industry classifications such as Retail Trade, Education & Health, and Food Service & Drinking Places have a high representation locally. These well-represented industries, in combination with economic development goals and input from the stakeholders, were used to devise potential future target industries. After discussing and ranking industries based on local aspirations and current representation of that industry in Keizer, the following list of target industries were adopted by the City Council: (2013)

a) Medical facilities, including research, development and support (2013)
b) Information technology/back office (2013)
c) Educational services, including educational research and job training (2013)
d) Professional services, including corporate headquarters
e) Sporting events (2013)

3) Current employment levels by industry were projected forward based on regional job growth estimates and the listed target industry goals (Figure 3). The growth forecast calls for a total of 3,774 new jobs over the next 20 years, representing growth of 55% over current levels. (2013)

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

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

Source: Oregon Employment Department and Johnson Reid

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

*Figure 1: SUMMARY OF EXISTING EMPLOYMENT BUILDABLE LANDS INVENTORY

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

*** For convenience purposes only, this Figure 1 is reproduced.** (2013)

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

BASELINE LAND NEED

Land Type	Forecast High
Office Lands	**34.5**
Industrial Lands	**0.6**
Commercial Lands 1/	**57.9**
Resident Driven	*50.3*
Visitor Driven	*7.6*
Overnight Lodging	***5.2***
Specialized Uses 2/	***34.8***
TOTAL EMPLOYMENT LAND NEED	**133.0**

WITH INFRASTRUCTURE 3/

Land Type	Forecast High
Office Lands	**41.4**
Industrial Lands	**0.7**
Commercial Lands	**69.5**
Resident Driven	*60.4*
Visitor Driven	*9.1*
Overnight Lodging	***6.2***
Specialized Uses	***41.8***
TOTAL EMPLOYMENT LAND NEED	**159.6**

1/ Only two scenarios were forecasted. Medium and High reflect retail need allowing for small growth in reail incomes
2/ Hospitals, Clinics, Assisted Living, etc. for employment not otherwise categorized.
3/ Assumes a 20% gross up of land need for infrastructure

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

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

Scenario	Demand	Supply	Surplus/ Shortage
High Growth Scenario			
Commercial	86.0	64.5	(21.6)
Industrial	31.8	59.6	27.8
Institutional	41.8	-	(41.8)
1/ Assumes a demand distribution of Office support 25% to commercial and 75% to Industrial			

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

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

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

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

a) Policies 1.1:

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

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

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

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

(4) Provide a short-term supply of suitable land to respond to immediate economic development opportunities. (2013)

(5) Periodically review local land use regulations to determine whether they pose barriers to economic development and employment growth. Where regulations pose barriers, balance the goals of such regulations with economic development objectives. (2013)

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

a) Policies 1.2:

(1) Target industry employment businesses as identified in the Keizer EOA. (2013)

(2) Facilitate the development of a marketing plan to attract businesses within the identified target industry business sectors. (2013)

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

a) Policies1.3:

(1) Identify employment site opportunities that can be developed through rezoning, expanding the urban growth boundary, or other means. (2013)

(2) Consider infill strategies to meet some of the employment land needs. (2013)

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

a) Policies 1.4:

(1) Develop and implement a system to monitor the supply of commercial and industrial lands. (2013)

(2) Track employment land use trends and re-evaluate employment land needs approximately every five to seven years. (2013)

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

a) Policies 1.5:

(1) Designate land for target industry uses or business parks to provide opportunities for development of business clusters for related or complementary uses. (2013)

(2) Develop development code amendments needed to provide certainty for the future use of land on designated large target industry sites as identified in the Keizer EOA and that restrict incompatible or undesirable uses from occurring on these sites. (2013)

(3) To the extent there is a lack of adequate target industry sites within the city's urban growth boundary, the city may need to pursue an urban growth boundary expansion to provide for sites that will meet this future employment need. (2013)

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

a) Policies 1.6:

(1) Work with Strategic Economic Development Corporation (SEDCOR) and other economic development organizations to target and recruit businesses. (2013)

(2) Coordinate with community and economic development organizations to develop an effective marketing program. Coordinate development of this strategy with local, regional and state economic development agencies. (2013)

(3) Work with regional and local planning agencies, the County Assessor, and the Oregon Department of Economic Development to prepare and update annually an inventory of vacant commercial and industrial land parcels in the City. (2013)

7) Objective 1.7: Require new commercial and industrial development to provide certain design features and to comply with city's Design Review process. (2013)

a) Policies 1.7:

(1) Commercial and Industrial Developments (2013)

(a) Provide for commercial and industrial developments by: (2013)

i Creating undeveloped land zoned for light industrial and commercial uses, consistent with forecasts of the likely future demand for such land. (2013)

ii Creating sufficient land adjacent to existing industrial and commercial facilities where future expansion is anticipated. (2013)

iii Ensuring convenient access to arterial or collectors street for traffic generated by industrial and commercial uses. (2013)

(b) Require commercial and industrial developments to provide: (2013)

i Outdoor storage facilities to be screened from view of the public road and from adjacent residential uses. (2013)

ii Adequate landscaping and appropriate setback from adjacent residential uses. (2013)

iii Exterior lighting to be designed to provide illumination to the site and not cause glare into the public right-of-way and adjacent properties. (2013)

iv Roof equipment to be screened from view of nearby residential uses. (2013)

v Adequate disposal of any hazardous wastes generated (as defined by ORS 459. 410). (2013)

vi Avoid large expanses of blank walls facing residential areas. (2013)

vii Compliance with DEQ noise and other environmental quality standards. (2013)

viii Compliance with city's Design Review process. (2013)

(c) Encourage commercial and industrial developments to create: (2013)

i Innovative designs for public spaces such as open plazas, pedestrian malls, and small parks by making sure zoning regulations are flexible. (2013)

ii The expansion of existing and the location of new light manufacturing activities, especially those which generate little pollution. (2013)

iii Industrial park development for appropriate business activities. Examples of activities are warehousing and distribution, research and development, and medical facilities. (2013)

(d) Discourage commercial and industrial developments from: (2013)

i Directing major customer traffic outside the immediate neighborhoods from filtering through nearby residential streets. (2013)

ii Allowing other land uses in districts that have been designated for industrial use, except when it can be demonstrated such uses will have minimal negative impacts on industrial uses now and in the future. (2013)

iii Placement of loud or obnoxious equipment adjacent to residential streets or areas. (2013)

iv Allowing loud outside activities (e.g. deliveries, freight handling) adjacent to residential streets or areas. (2013)

(e) Permit in commercial and industrial developments: (2013)

i Commercial offices to be mixed with compatible residential or commercial retail uses in the same structure. (2013)

ii Transit services and shelters to be provided in lieu of some off-street parking. (2013)

b. Goal 2: Provide infrastructure needed to support economic development. (2013)

1) Objective 2.1: Provide adequate infrastructure to facilitate employment growth in new and existing employment areas. (2013)

a) Policies 2.1:

(1) Coordinate capital improvement planning with land use and transportation planning to strengthen the city's Economic Development Strategy. (2013)

(2) Prioritize use of Systems Development Charge revenues for infrastructure on sites that provide opportunities for new employment as a result of location, size, or other site characteristics. (2013)

(3) Where appropriate, ensure that public-private development agreements to recover construction costs are in effect prior to financing and constructing public improvements. (2013)

(4) Establish alternative funding mechanisms that provide for the completion of public facilities with preference given to projects that foster economic development. (2013)

(5) Assist with providing infrastructure through the use of urban renewal funding, where appropriate. (2013)

(6) Work with ODOT, Marion County and the City of Salem to develop a regional funding plan for improvements as noted in the Chemawa / I-5 Interchange Area Management Plan. (2013)

(7) Develop a facilities financing plan for target industry sites to plan and provide for the adequate facilities to serve those sites. (2013)

(8) Determine how to provide for infrastructure needs, such as telecommunication or other facilities that are in addition to standard sewer, water, stormwater, and transportation facilities, as identified in the city's EOA and/or site-specific market analyses. (2013)

(9) Provide as funds allow, necessary public facilities and programs to encourage new industrial and other economic development and the expansion of existing industry and business. (2013)

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

1) Objective 3.1: Encourage the continued development of the Keizer Station as a developing retail / mixed use /industrial development which will continue to provide additional employment opportunities. (2013)

a) Policies 3.1:

(1) Strive to retain and attract new businesses within the Keizer Station. (2013)

(2) Work with potential new businesses to make them aware of the city's master plan requirements in the Keizer Station. (2013)

(3) Consider, as necessary, adjustments to the requirements within the Keizer Station based on the need to respond to changing economic factors and development trends. (2013)

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

1) Objective 4.1: Continue to support existing businesses within Keizer as a valuable component of the city's economy. (2013)

a) Policies 4.1:

(1) Develop a strategy to determine how the city can assist existing businesses. Options can include providing assistance with the development process, forming partnerships to promote Keizer businesses and other strategies. (2013)

(2) Encourage the development of the formation of business associations and special self-assessment districts for economic improvement. (2013)

(3) Pursue grant applications that support local businesses. (2013)

(4) Remain supportive of the local Chamber of Commerce and other local business groups and their activities. (2013)

(5) Strive to retain and attract new businesses along River Road / Cherry Avenue corridors. (2013)

(6) Continue to implement projects identified by the River Road Renaissance Plan and the Keizer Urban Renewal Board. (2013)

(7) Encourage commercial / residential mixed uses in the same structure. (2013)

(8) Allow transit services and shelters to account for some of the required off-street parking thereby reducing on-site parking needs. (2013)

e. Goal 5: Increase the potential for conference and tourist related activities. (2013)

1) Objective 5.1: Support tourism efforts within Keizer. (2013)

a) Policies 5.1:

(1) Encourage development of destination point projects such as Points of Interest and the art walk series that draw visitors to Keizer. (2013)

(2) Ensure that the factors that are likely to attract visitors to Keizer are protected and enhanced. (2013)

(3) Work with local businesses and the Chamber of Commerce to promote local events such as the Keizer Iris Festival, Miracle of Lights and other events that highlight and promote Keizer. (2013)

2) Objective 5.2: Increase the use of the Keizer Community Center. (2013)

a) Policies 5.2:

(1) Continue to operate the community center with the goal of making it financially independent. (2013)

(2) Develop a marketing plan for the operation of the community center. (2013)

f. Goal 6: Monitor and adjust economic development goals and objectives. (2013)

1) Objective 6.1: Regularly monitor the overall completion and benefits of the identified economic goals and objectives. (2013)

a) Policies 6.1:

(1) Identify a set of criteria or events that would trigger the need for updating economic goals, policies and analyses. (2013)

(2) Revise economic development goals, objectives, and strategies as appropriate to reflect ongoing success, and fiscal issues, constraints and new opportunities. (2013)

3. HOUSING AND RESIDENTIAL LAND NEEDS

a. The residential housing needs analysis (HNA) is much more formulaic than the methodology that was used as part of the formation of the EOA. The housing needs analysis is based on the city's adopted population forecast, and trends in household size, demographics and housing development. These are used to generate projections of population growth, number of households, and the number and types of housing units they will need over the 20-year period. The 20-year need is then compared with remaining buildable residential land to assess what additional land may be needed to accommodate that growth. The full documentation supporting the HNA was adopted by the City Council in June, 2013. The following is a brief summary of the analysis. (2013)

1) Keizer is a city of 36,864 people, making it the 14th largest city in Oregon. Keizer has grown by an estimated 4,661 people between 2000 and 2013, or 14%. This growth was roughly equal to that experienced by Marion County (13%) and the state (14%) over that period. (2013)

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

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

SOURCE: Claritas, Census, and Johnson Reid

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

[2] 2013 Households = 2013 population/2013 HH Size

[3] Ratio of 2013 Families to total HH is kept constant from 2010.

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

[5] Ratio of 2012 Group Quarters Population to Total Population is kept constant from 2010.

2) Keizer's median household income was over $53,000 in 2010. This is 22% higher than the median income found in the City of Salem ($43,500) and is similarly higher than the Marion County median ($45,594). Median income grew 18% between 2000 and 2010, while growing 13% in Marion County. (2013)

3) Over the 20-year period, the number of non-group households will increase to 4,366 households, a population growth of 11,833 new residents (Figure 7).

Figure 7: Future Housing Profile 2033, Keizer

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

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

4) The projected 2033 population identifies the need for 4,513 new housing units for future residents. This includes ownership and rental units, with a 4.5% vacancy (Figure 8). (2013)

5) The largest share (50%) of housing is projected to be single-family detached homes, due to the projected need for new ownership housing. The remainder of units is projected to be some form of attached housing (46%), or mobile homes (4%).(2013)

6) 54% of new residential dwelling units are projected to be ownership units, while 46% are projected to be rental units. (2013)

Figure 8: Projected New Units Need by 2033, Keizer

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

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

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

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

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

Figure 9: Projected New Units Need by 2033, Keizer

Zoning Designation		Capacity of Vacant Lands (in Units)[1]	NEW UNITS NEEDED (2033) vs. CAPACITY: S.F. Detached	S.F. Attached	Duplex	3- or 4-plex	5+ Units MFR	Mobile home	Total Units	
			2,269	255	38	351	1,437	162	4,513	← New Units Needed (2032)
RS	Single Family Residential	1,183	1,064	120	-	-	-	-	1,183	
RL	Limited Density Residential	-	-	-	-	-	-	-	0	
RL-LU	*Limited D.R. - Limited Use*	-	-	-	-	-	-	-	0	
RM (Medium)	Medium Density Residential	-	-	-	-	-	-	-	0	
RM (Medium High)	Medium Density Residential	362	-	-	-	-	362	-	362	← Distribution of Remaining BLI Capacity
RM-LU	MDR - Limited Use	-	-	-	-	-	-	-	0	
RH	High Density Residential	-	-	-	-	-	-	-	0	
UT	Urban Transition	310	279	31	-	-	-	-	310	
MU	Mixed Use (Keizer Station)	153	-	-	-	-	153	-	153	
MU	Mixed Use (Other)	314	-	-	-	-	314	-	314	
	Totals/Averages:	*2,322*	*1,343*	*151*	*0*	*0*	*829*	*0*	*2,322*	← Total Capacity of Buildable Lands
	Accessory Dwelling Unit Assumption:			*62*	*38*				*100*	
			926	*42*	*0*	*351*	*609*	*162*	*2,090*	← Remaining Unit Need

Sources: City of KEIZER, MWVCOG, Johnson Reid LLC

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

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

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

Source: Johnson Reid LLC (2013)

4. RESIDENTIAL DEVELOPMENT GOALS, OBJECTIVES AND POLICIES:

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

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

a) Policies 1.1:

(1) Encourage housing opportunities for the elderly, people with disabilities, minority, single parent, and single-person households. (2013)

(2) Account for shifts in age, ethnicity and other demographic factors, which may influence housing needs. (2013)

(3) Plan for low, medium and high density residential uses consistent with 20-year housing needs analysis projections of demand. Periodically monitor and analyze the population and dwelling unit projections to assure sufficient residential land to maintain a balance between supply and demand. (2013)

(4) Ensure that residential land use designations provide opportunities for non-traditional or emerging housing types such as accessory dwelling units, cottage clusters, live-work units, other mixed

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

(5) Encourage higher density residential development near areas of employment or shopping. (2013)

(6) Encourage in-fill of existing lots that is sensitive to the existing neighborhood patterns. (2013)

(7) Provide for the retention of large parcels of residentially zoned land to facilitate their use, or reuse, of projects requiring such parcels. (2013)

(8) Periodically review development densities and consider methods for increasing residential density where density targets established in the Comprehensive Plan are not being met. (2013)

(9) Encourage infill projects on single parcels or parcels assembled for the purposes of infill and redevelopment. (2013)

(10) Provide for and permit outright in at least one residential zone alternative housing types such as mobile home parks, zero side yards, clustering of dwelling units, and planned unit developments. (2013)

(11) Permit rezoning to higher intensity residential uses to meet the identified housing needs provided such proposals are consistent with the policies of this plan and its implementing ordinances. (2013)

2) Objective 1.2: Encourage and support development of housing units for low and moderate income households. (2013)

a) Policies 1.2:

(1) Encourage and support development of housing units for low and moderate-income households. (2013)

(2) Support public, private, nonprofit, and joint public-private partnerships which develop and/or manage low and moderate income housing units. In particular, coordinate and collaborate with local housing providers and advocacy groups in order to leverage funding for development of such housing. (2013)

(3) Continue to support the use of housing assistance programs to help fund housing projects for low and moderate-income households. (2013)

(4) Investigate the desirability and fiscal feasibility of starting a housing authority to provide emergency housing assistance, housing assistance programs, etc. (2013)

(5) Consider providing financial incentives such as waiving or deferring permitting or other fees for affordable housing developments. (2013)

b. Goal 2: Encourage the location of residential development where full urban services, public facilities, and routes of public transportation are available. (2013)

1) Objective 2.1 Coordinate new residential development with the provision of an adequate level of services and facilities, such as sewers, water, transportation facilities, schools and parks. (2013)

a) Policies 2.1:

(1) Develop and periodically revise a capital improvement program to ensure that public facilities are provided for residential development in a timely and efficient manner. (2013)

(2) Consider rezoning parcels to higher residential density to meet identified multi-family housing needs provided such proposals are consistent with the policies of this Plan and implementing ordinances. Parcels to be considered for rezoning should have access to major transportation corridors that are served by transit; are served, or can be served, by all urban services, including parks and recreational facilities; and are in close proximity to opportunities for shopping, employment and/or schools. (2013)

(3) Consider establishing a study that would inventory and prioritize sites that may satisfy future multi-family needs in an effort to allow more certainty in the land use process. (2013)

c. Goal 3: Stabilize and protect the essential characteristics of residential environments, including natural features. (2013)

1) Objective 3.1 Ensure compatibility among all types of new and existing residential uses, and between residential and non-residential uses. (2013)

a) Policies 3.1:

(1) Protect existing and proposed residential areas from conflicting non-residential land uses while providing for compatible mixed-use development (residential and non-residential). (2013)

(2) Conserve the existing supply of housing in stable neighborhoods through code enforcement, appropriate

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

(3) Use development and subdivision code provisions and other regulations to protect residential uses from other land use activities that generate an excessive level of noise, pollution, traffic volume, nuisances, and hazards to residents. (2013)

(4) Discourage through traffic in residential neighborhoods. (2013)

(5) Investigate and, when advisable, implement mixed use zoning, particularly in established neighborhoods where compatible and functional mixes of land uses are desirable. (2013)

(6) If the City voluntarily undertakes a street improvement project, which will increase traffic noise levels, it is the policy of the City of Keizer to protect existing residential uses from traffic noise levels that exceed those noise levels, which are typical of residential areas. Traffic noise levels below Leq67dBA are considered typical in an urban area and no mitigation of them shall be required. (2013)

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

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

a) Policies 4.1:

(1) Low-Density Residential (2013)

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

(b) Ensure that: (2013)

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

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

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

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

(2) Medium Density Residential

(a) Allow a mix of housing types in this category at a density averaging from 6 to 10 dwelling units per acre. Identify criteria and location for this category in the zoning ordinance. **(2013)**

(b) Allow detached, attached, duplex, and multiple family housing in this category. (2013)

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

(3) Medium and High Density Residential (2013)

(a) Allow a mix of housing types in this category in two general levels of residential density: (2013)

i Medium density-over 8 and up to 16 units per gross acre. (2013)

ii High density-over 16 units per gross acre. Identify criteria and location for these two sub-categories in the zoning ordinance. (2013)

(b) Allow attached, duplex and multiple housing in this category. (2013)

(c) Allow a ten-year surplus of vacant buildable land in this category. (2013)

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

(4) Mixed Use (2013)

(a) Provide areas intended for development that combines commercial and residential uses in a single building or complex. These areas will allow increased development on busier streets without fostering a strip commercial appearance. The designation encourages the formation of neighborhood "nodes" of activity where residential and commercial uses mix in a harmonious manner. This development type will support transit use, provide a buffer between busy streets and residential neighborhoods, and provide new housing opportunities in the City. The emphasis of the nonresidential uses is primarily on locally oriented retail, service, and office uses. Commercial development may occur within the same building or complex as residential development. Clusters of residential and commercial uses around landscaping features or parking areas will also occur. Development is intended to be pedestrian-oriented with buildings close to and oriented to the sidewalk. Parking may be shared between residential and commercial uses. **(2013)**

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

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

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

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

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

Source: Johnson Reid LLC (2013)

D. PLAN DIAGRAM AND SPECIAL LAND USE POLICIES

1. FINDINGS

a. General

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

Figure 12: Vacant Buildable Summary

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

Source: Johnson Reid LLC (2013)

2) The distribution of vacant buildable land by land use type was guided by the land use needs analysis summarized in Table 2. Parcel configuration and size, existing land use, natural features and desired urban form also influenced the plan.

3) Lands devoted to multi-family residential uses are insufficient to meet forecasted need for multi-family units. Therefore, the City will: (2013)

a) Plan for medium and high density residential uses consistent with the 20 year housing demand analysis. (2013)

b) Permit rezoning to higher intensity residential uses to meet the identified housing needs, provided such proposals are consistent with the policies of this plan. (2013)

c) Consider rezoning parcels to higher residential density to meet identified multi-family housing needs, provided such proposals are consistent with the policies of this plan. Parcels to be considered for rezoning should have access to major transportation corridors that are served by transit, are served (or can be served) by all urban services, including parks and recreational facilities, and are in close proximity to opportunities for shopping, employment and schools. (2013)

d) In the medium and high density residential designation, allow a mix of housing types in two general levels of residential density; medium density (from 8 to 16 units per acre), and high density (over 16 units per acre), and identify criteria and locations for these two sub-categories in the Keizer Development Code. (2013)

e) Provide for a combination of commercial and residential uses in a single building of complex. These areas will allow increased development located on arterial, minor arterial and collector streets if the design avoids the strip commercial appearance. This designation would encourage the formation of neighborhood "nodes" of activity where residential and commercial uses mix in a harmonious manner. Nonresidential uses are to be focused on retail, service, and office uses. Commercial and residential development within the same building or complex is to be allowed. Such development is to be clustered around landscaping features or parking areas, and shall be pedestrian-oriented, with direct access to public sidewalks and bike facilities. (2013)

2 GOALS AND POLICIES

a. General Goals

1) Provide appropriately designated vacant buildable land in adequate quantities to meet the forecast needs of Keizer to 2033. (2013)

2) Provide a development pattern which:

a) Encourages stabilization of existing neighborhoods.

b) Encourages affordable housing.

c) Creates a town center for Keizer. (2013)

d) Creates new employment opportunities in Keizer.

e) Preserves open space areas along Claggett Creek, and the Willamette River.

b. Low-Density Residential

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

2) Ensure that:

a) Land use is predominately single-family residential, with as many as 8 units per gross acre.

b) A variety of housing types are allowed in this category such as detached, attached duplex and manufactured housing. The zoning and subdivision ordinance will more specifically describe structural types. In this district, each residential unit will be on a single lot.

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

3) Refer to the Keizer Revitalization Plan and River-Cherry Overlay District for policies and standards regarding housing in the Keizer Revitalization Plan area.

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.

c) ~~A retail-officer center will be located west of North River Road and north of Olson Street at the McNary Activity Center.~~

2) Provide for an employment area service center:

a) Allowed uses are retail, service and office uses related to nearby industrial districts, and area commercial uses serving the traveling public such as restaurants, hotels, conference centers and shopping facilities.

b) A employment area service center should:

(1) Be from 20 to 50 acres in size.

(2) Have direct access from I-5 and an arterial street.

(3) Provide facilities and services to adjacent industrial areas and to the traveling public.

(4) Not encourage traffic through residential neighborhoods.

(5) Be a unified district with coordinated circulation, parking and landscaping, not a collection of small unrelated commercial developments.

c) An employment area service center is located near the Chemawa Interchange in the Keizer Station. (2013)

3) Provide for strip commercial developments in areas where this is the predominant existing land use:

a) Allowed uses are retail, service and office, and are largely oriented to automobile traffic.

b) Strip Commercial will be located along North River Road generally south of Claggett Street, and along Cherry Avenue.

c) Expansion of strip commercial areas will not be allowed unless it can be shown to comply with zone and comprehensive plan change criteria. (2013)

d) Ensure that future improvements and land use changes in the area provide adequate sound, light and visual buffers to adjacent residential areas. When design review is feasible, buffering and other visual methods will be required to reduce the impact on adjacent residential areas.

e) Work with existing businesses, properly owners and residents to establish an access policy along North River Road so that the number of driveways can be reduced, and traffic flows and safety improved.

f) Encourage and support local businesses and property owners to organize and promote the area encouraging stabilization, revitalization and growth in the area. (2013)

4) Provide for neighborhood commercial centers:

a) Allow shops and services, which are easily accessible to residential areas, and are used frequently by neighborhood residents.

b) Locate neighborhood centers at Chemawa and Windsor Island Road.

5) Allow new neighborhood commercial centers if the following criteria are met:

a) The site size no greater than 5 acres including existing commercial development.

b) Within convenient walking or bicycling distance of a support population of approximately 4 000 persons.

c) Safe and efficient automobile, pedestrian and bicycle access is provided, and traffic congestion and safety problems are avoided.

d) Sufficient off-street parking and loading is provided, as is adequate landscaping and buffering between the Center and adjacent residential developments.

g. Industrial/high value employment (2013)

1) Provide for industrial/high value employment development located with good access to the interstate freeway system, arterial streets, and rail facilities. (2013)

2) Locate industrial/high value employment districts in the northeast sector of Keizer. (2013)

3) Ensure that industrial/high value employment development adjacent to existing or planned residential areas will not cause adverse effects: (2013)

a) The specific proposed use will be compatible with adjacent uses.

b) The design of the facility and its site will not place visual or physical burdens on the surrounding areas.

c) The operational characteristics of the facility will be compatible with surrounding uses and include consideration of: 1) hours of operation, 2) delivery and shipping characteristics, 3) noise, 4) lighting, and 5) other use characteristics.

4) In general industrial areas, allow uses involved in the secondary processing of materials into components, the assembly of components into finished products, transportation, communication and utilities, wholesaling and warehousing. (2013)

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

6) In high value employment areas, allow uses in the following fields as identified in the Economic Vision statement of the EOA: (2013)

a) Medical facilities, including research, development and support (2013)

b) Information technology/back office(2013)

c) Educational services, including educational research and job training(2013)

d) Professional services, including corporate headquarters(2013)

e) Sporting events(2013)

7) Ensure compatibility between commercial and industrial lands and lands adjacent to them. (2013)

8) Provide for limited mixing of office, commercial, and industrial land uses when such mixing does not reduce the suitability of the site for the primary land use designated in the plan. (2013)

9) Encourage public and private efforts to increase economic development in Keizer. To the extent possible, such development should use local capital, labor, and management. (2013)

10) Maintain a supply of industrial and commercial land with necessary public services and suitable site characteristics. (2013)

11) Recognize the vital role of neighborhood commercial facilities in providing services and goods to a particular neighborhood. (2013)

12) Encourage the expansion or redevelopment of existing neighborhood commercial facilities when the density or socio-economic characteristic of households using the facilities change or when residential densities increase. (2013)

13) Concentrate major commercial and industrial development along major arterials. Allow neighborhood shopping and convenience stores in residential areas, providing such developments meet compatibility standards described in the implementing ordinances. Such standards shall be clear and objective and not have either the intent or the result of precluding all such development. (2013)

14) Designate on a plan diagram commercial and industrial land sufficient to meet projected needs through 2033. (2013)

15) Establish and implement development ordinances that balance the needs for a safe, clean and attractive environment with the need to avoid unnecessary regulatory burdens and costs. Such ordinances shall ensure that development design and operation are compatible with surrounding land use and shall contain clear and objective standards for determining the compatibility of different types of land uses. (2013)

h. Public and Semi-Public

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

a) Parks and Open Spaces. Publicly owned neighborhood and community park sites, and dedicated open spaces. The public facilities section contains standards and specific policies. The plan diagram indicates future park sites as a symbol, requiring site-specific studies and available funding to determine the exact size and location.

b) Schools. Sites for existing and planned elementary, middle and secondary schools are determined by the School District._The public facilities section contains standards and specific policies. (2013)

c) Civic. Government offices and facilities are included in this category. Civic facilities should conform to underlying zoning requirements. (2013)

i. West Keizer Special Policy Area

1) Maintain the special policy area east and south of the Willow Lake Sewage Treatment Plant. The purpose of the special policy area is to: (2013)

a) Limit uses to those that will not be adversely affected by noise and odor originating at the Willow Lake Sewage Treatment Plant.

b) Prohibit subdivision actions, which may preclude more intensive development if conditions at the Willow Lake Sewage Treatment Plant cannot be improved. (2013)

2) Allow within the special policy area agricultural and related uses, industrial and commercial uses related to agricultural, institutional and other public uses.

3) Require that new developments and major improvements in the special policy area are aware of the possible noise and odor impacts which may arise from the operation of the Willow Lake Sewage Treatment Plant.

4) Participate with the City of Salem in studies to establish the feasibility, plan for and finance improvements to expand and remove the potential adverse conditions at the sewage treatment plant. If such studies are implementable, initiate a special land use study of the special policy area, and amend the comprehensive plan and zoning ordinance as appropriate. (2013)

5) Discourage subdivision of existing parcels within the special policy area until the completion of the studies noted above.

6) Continue the agricultural zoning in the special policy area until the completion of the studies noted above.

j. Activity Centers

1) Designate Activity Center overlay districts for:

~~a) McNary Activity Center~~

~~b~~a) Keizer Station

~~c~~b) Future high value employment site as identified in the EOA (2013)

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

2) Require that design plans for each activity center are prepared and approved before specific development applications in the activity centers are approved. Development in this case includes subdivisions and partitioning where new vacant, developable lots are created, and the construction of new commercial or industrial buildings. The land use designations shown on the zoning map before a design plan is adopted, are generalized and will be refined during the development of design plans. Transfer of development rights within activity centers is allowed, and the use of planned developments is encouraged. Design plans will be prepared for entire activity centers, not individual parcels or for individual projects. (2013)

3) Assume a leadership role in preparing activity center design plans. The planning process should involve property owners, interested developers, residents, and other affected jurisdictions. Once an activity center design plan is prepared, adopt it as a part of the Comprehensive Plan.

4) Require that activity center design plans include at a minimum:

a) The activity center design plan shall provide for a coordinated approach to area planning and development and shall provide policies and other standards for development within the activity center.

b) The activity center design plan shall show the general proportion of land uses, location of major public facilities, location of parks, open space, public lands and other public uses. It is anticipated that the land use designations and

zoning shown in the Comprehensive Plan and on the Zoning Map will be used as a general guide only, and the activity center design plan may change such land use designations. However, the exact location of the uses need not be shown in the activity center design plan.

5) The following provisions apply in development of the activity center design plan.

a) For purposes of calculating overall density, the mix of land use designations shown in the Comprehensive Plan shall not be varied by more than 20%.

b) Transfer of development rights within the Activity Center is permitted when the property with reduced development rights is donated to the City, or permanently dedicated for public open space.

c) When transfer of development rights is used, the receiving areas shall be designated with zoning classifications consistent with the density and use of development proposed. Standards and other requirements of these zones shall be met.

d) The use of Planned Developments for residential areas in Activity Centers is encouraged.

6) The activity center design plan may require the provision of, or participation in, the development of public facility improvements to implement the activity center design plan. Such improvements may include, but are not limited to, the following:

a) Road dedications and improvements;

b) Signalization;

c) Sidewalks and bikeways;

d) Crosswalks and/or overpasses;

e) Stormwater facilities; **(2014)**

f) Sewer and water service lines and improvements;

g) Underground utilities;

h) Street lights;

g) Transit stops and bus shelters;

j) Transit information displays;

k) Park and Ride facilities;

l) Public restrooms;

m) Street tree and median landscaping and development; and

n) Open space, pedestrian plazas.

7) Design Plans for all currently approved designated activity centers have been adopted. (2013)

~~8) The following objectives for the 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~~8) The following objectives for the Keizer Station: (2013)

a) The primary uses are regional service center, light industry, hotel/motel and supporting facilities, convention facilities, and retail shopping facilities.

b) Improve access to the district and Lockhaven Drive. Coordinate transportation improvements with the industrial district to the north.

~~10~~9) Establish the following objectives for high value employment site: (2013)

a) The primary uses are: **(2013)**

(1) Medical facilities, including research, development and support (2013)

(2) Information technology/back office (2013)

(3) Educational services, including educational research and job training (2013)

(4) Professional services, including corporate headquarters (2013)

(5) Sporting events (2013)

b) Improve access to the district and coordinate transportation improvements with the district to the south. (2013)

c) Encourage mixed use developments and multi-use structures. Within the district, pedestrian circulation and access should be emphasized. (2013)

d) Provide for adequate off-street parking and loading, and public transportation facilities. (2013)

140) Special Planning District Designation

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

(1) Provide for a mix of commercial and industrial development.

(2) Identify Special Planning District in northeast sector of Keizer.

(3) Provide opportunity for employment area service center to develop within the district.

(4) Allowed uses are to be comparable to industrial business park uses and commercial uses to service employment area service center and the traveling public as described in this plan. (2013)

(5) Encourage commercial and industrial economic opportunities within Specific Policy Areas as depicted in this Plan. (2013)

k. Resource Conservation Areas

1) Maintain overlay districts to provide for nature resource protection and natural hazard safeguards: (2013)

a) Willamette Greenway. Policies are included in Section A of this chapter.

b) Resource Conservation. Policies are included in Section A of this chapter.

l. 100-year Floodplain

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

m. Keizer Dike

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

E. PUBLIC FACILITIES TO SUPPORT DEVELOPMENT

1. FINDINGS: GENERAL

a. General

1) The City of Keizer provides sanitary sewer, water, stormwater facilities, parks, police protection, local streets and general government services within the existing city boundary. Sanitary sewer service is provided by the City of Salem. Education services are provided by School District 24J, and fire protection is provided by the Keizer Rural Fire Protection District and Marion County Fire District #1. (2014)

2) Sewage treatment is provided by the City of Salem through a services agreement. (2013)

3) Urban expansion accomplished through in-filling within and adjacent to existing development in an orderly, unscattered fashion permits new development to utilize existing utilities, services and facilities or those which can be easily extended.

4) Several major development projects have been completed in the area near McNary Golf Course and gravel pit. (2013)

5) The Clear Lake area in north Keizer has areas where on-site septic systems have failed. Sanitary sewer has been extended into this part of Keizer and this problem has since been corrected. (2013)

6) Currently, no sewer service is available in areas designated for industrial development in the area zoned AI in the northwest part of the city. The economic development objectives of the city are directly related to the extension of major public facilities to these areas. (2013)

7) The cost of providing key services and facilities to future development in Keizer is significant. (2013)

8) The Salem Keizer Area Transportation Study (SKATS) is a comprehensive regional transportation plan, and provides policies, standards, implementation programs and coordination for transportation improvements. The City of Keizer has participated in the development and update of the plan. (2013)

2. GOALS AND POLICIES: GENERAL

a. General Goals

1) Plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban development.

2) Provide and encourage a safe, convenient and economic transportation system.

b. General Policies

1) Reduce generally the amount of public subsidy for public utilities, services and facilities in new development.

2) Restrict extension of major public facilities such as sewer and water to areas outside the Urban Growth Boundary, except for cases where exception to State Land Use Goals 11 and 14 can be secured, when agreed to by the City of Salem and Marion County and consistent with all applicable state requirements. (2013)

3) Require that long-term planning for major public facilities is based on logical, functional boundaries. For the purposes of planning these boundaries may be outside the urban growth boundary. (2013)

4) Encourage development in areas already served by major public facilities before extending services to unserved areas.

5) Establish as a low priority the extension of public facilities to the special policy area around the Willow Lake Sewage Treatment Plant.

6) Ensure that sewer and water services are provided at an urban level of service comparable to similar services provided throughout the Salem/Keizer urban area.

7) Continue to cooperate and participate with other jurisdictions in the region for the provision of regional services such as sewage treatment, solid waste disposal, public transportation, and other services of regional concern.

8) Ensure that public facility and service planning and implementation are consistent with the Urban Growth and Growth Management policies of this Plan.

9) Continue to participate in the SKATS, and ensure that the periodic updating of the plan recognizes the most current forecasts for population and employment growth, and other policies of this plan.

10) Prepare an updated Public Facilities Plan. (2013)

3. FINDINGS: TRANSPORTATION

a. General

1) The SKATS Area Wide-Transportation Plan is a comprehensive planning effort for the entire Salem-Keizer urban area. The plan addresses streets and highways, bicycles, pedestrian, public transit and alternative modes. (2013)

2) The SKATS effort assumed growth forecasts and a land use plan for Keizer consistent with the Keizer Comprehensive Plan. (2013)

3) The City of Salem has recognized the SKATS plan is relatively short range in nature and has therefore in 1990 adopted the Salem Transportation Plan. This plan, which applied to Salem only, reflects longer range population, employment, and land use projections.

4) The City of Keizer has adopted its own Transportation System Plan (TSP) and was recently updated in April 2009. The Keizer TSP contains findings, goals, objectives, and policies on a number of aspects related to the transportation system in Keizer. By this reference the TSP is made a part of the comprehensive plan. (2013)

4. GOALS AND POLICIES: TRANSPORTATION

a. General Goals

1) Maintain the goals and objectives of the Keizer Transportation Plan as the goal statements for the City of Keizer. (2013)

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.

c. Roadways

1) The roadway classification system in Keizer is shown on Figure 4.2 in the Keizer TSP, adopted April, 2009. (2013)

2) The roadway classification design standards is shown on Figure 4.3 and 4.4 in the Keizer TSP, adopted April. (2013)

3) Ensure that Lockhaven Drive from North River Road to the Chemawa Interchange is carefully studied to determine the need for future widening, noise buffering, and for pedestrian crossing and safety improvements near the Whiteaker Middle School and along this street corridor. Require that existing and planned residential areas be protected from excessive noise levels resulting from an increase in traffic. (2013)

4) Ensure that the Third Willamette Bridge project is evaluated to increase the project's priority for funding. This project would support commercial and industrial development in Keizer, as well as relieve traffic pressure from the bridges in downtown Salem. (2013)

5) If the city voluntarily undertakes a street improvement project, which will increase traffic noise levels, it is the policy of the City of Keizer to protect existing residential uses from traffic noise levels that exceed those noise levels, which are typical of residential areas. Traffic noise levels below Leq67dBA are considered typical in an urban area and no mitigation of them shall be required. (2013)

6) Work with affected jurisdictions to evaluate and obtain the funding needed for improvements identified within the I-5 Interchange Area Management Plan. (2013)

d. Transit

1) Ensure that all new streets are designed so that access points do not create traffic congestion and capacity problems, adjacent sensitive properties are protected from noise impacts, and public transportation improvements are considered. (2013)

2) Continue to work closely with the Salem-Keizer Area Transit District to: (2013)

a) Increase transit service throughout the City of Keizer and major points of employment, education, or shopping, or main connection points in Salem. (2013)

b) Ensure that major new developments provide transit facilities, and are designed in such a way to make transit service efficient and convenient.

c) Work with the Transit District to ensure that the new transit station in Keizer remains a viable and functional component of the city's transportation system. (2013)

d) Work with state and federal funding agencies to study the viability of providing a rail connection to Keizer with a priority being at, or near, the Keizer Transit Station located in Area B of the Keizer Station. (2013)

e. Bicycles and Pedestrians.

1) Maintain the bicycle routes as identified in the TSP. (2013)

2) Extend the bicycle and pedestrian system on Wheatland Road north into the Clear Lake area. (2013)

3) Establish a bike route north of Olson Street connecting North River Road with Windsor Island Road.

4) Extend the bicycle and pedestrian system along Windsor Island Road north of Olson Street. (2013)

f. Other

1) Coordinate with Burlington Northern Railroad so that rail crossing at Lockhaven Drive does not cause rail or traffic congestion problems. (2013)

5. FINDINGS: SANITARY SEWER, WATER AND DRAINAGE

a. Water

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

2) The Water Master Plan Update projects the existing groundwater wells will_provide a safe capacity available to serve the City through 2032. **(2014)**

3) The Capital Improvement Program (CIP) in the Water System Master Plan Update outlines the improvements needed to accommodate the projected growth outlined in the plan and will need to be implemented between the years 2020 – 2030. There are other specific improvements that must be performed in 2013 – 2019 to correct current deficiencies. (2014)

4) The Water Master Plan should be revisited in approximately 2023 and updated if necessary to ensure it remains a relevant document and accurate road map for system improvements or updates. **(2014)**

b. Sanitary Sewer

1) The operation and maintenance of the sanitary sewer system, including wastewater treatment, is provided by the City of Salem through an Intergovernmental Agreement. This agreement is effective through June 2028 and allows for 2 successive renewal terms of 10 years each. The intergovernmental agreement is incorporated as part of the Comprehensive Plan. **(2014)**

2) The City of Keizer provides sanitary sewer services to the boundary of the city limits. **(2014)**

3) The Master Sewer Plan Update completed in 1994 provides the Capital Improvement Plan (CIP) for needed facilities to serve the area within the city limits. The master plan is incorporated as part of the Comprehensive Plan. <u>(By statute, the CIP is not a land use decision.)</u> **(2014)**

c. Stormwater

1) The City of Keizer provides stormwater services. A stormwater master plan was prepared for the developed portion of the City in 1982, but no document currently exists that accurately captures the current conditions of the stormwater system. **(2014)**

2) Keizer has utilized UICs for stormwater management in isolated locations throughout the City. The City currently has a DEQ approved WPCF permit for legal operation of these UICs. **(2014)**

3) The analysis, forecasts and improvements identified in the drainage master plan and any updates of this plan are included in this plan by reference. **(2014)**

4) The Federal Emergency Management Agency has published a Flood Insurance Study for the City of Keizer. The study contains an updated

map of the 100-year flood plain, floodway, and floodway fringe boundaries. **(2014)**

5) Many of the citizen comments on the problems and issues in Keizer focused on flooding problems along Claggett Creek and in the far western portions of the City.

6) Another flooding problem was identified as the backup in Claggett Creek where the creek crosses below North River Road in an insufficiently sized culvert.

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

a. General Goals

1) Provide and maintain public utilities, services, and facilities in an orderly and efficient manner.

2) Support public facility extensions when new development provides its own financing. The cost of new growth should, to the extent possible, be borne by the new growth itself.

b. Water Policies

1) Utilize the 2013 Water Master Plan Update to guide the improvements and updates to the water system. Perform for the recommended improvements in the CIP portion of the plan in accordance with the phases and timing outlined. (2014)

c. Sanitary Sewer Policies

1) Meet all duties of the City of Keizer as specified in the Intergovernmental Agreement for Wastewater Treatment with the City of Salem to ensure the continued cooperation of both agencies is maintained. **(2014)**

d. Stormwater Drainage Policies **(2014)**

1) Create a Stormwater Master Plan with the following policies:

a) The new stormwater master plan should include a careful analysis of the impact of a storm drainage system on Claggett Creek and Labish Ditch and other natural drainage features throughout Keizer. **(2014)**

b) Include an analysis of those areas of the City that are undersized and identify locations where realignment should occur. **(2014)**

7. FINDINGS: PARKS AND RECREATION

General

a. The total park and recreation lands existing in 2007 within the City are approximately 211 acres.

b. A Parks Master Plan was developed and adopted in 1992. This plan was updated in 2007/2008 to include additional park property acquired since 1992

8. GOALS AND POLICIES: PARKS AND RECREATION

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

- Preserves and maintains a comprehensive system of parks that provide for our community's growth;
- Provides a system of unique destinations reflecting Keizer's pride in its parks and natural areas;
- Enhances waterfront access to take advantage of the opportunities offered by our water resources;
- Provides a system of trails to connect parks, open space, schools, neighborhoods and regional destinations; and
- Includes facilities and programs that are responsive to the community's needs.

- ***Goal 1:*** Provide well-designed, accessible and safe parks, recreation facilities, and natural open space areas.
- ***Goal 2:*** Maximize opportunities for public enjoyment of waterfront access.
- ***Goal 3:*** Connect neighborhoods with parks, schools, natural open space areas, and the waterfront, as well as downtown and the region.
- ***Goal 4:*** Meet the park and recreation needs of Keizer's growing community.
- ***Goal 5:*** Ensure that a program of recreation services is available for community members of all ages and abilities.
- ***Goal 6:*** Provide efficient and high quality maintenance of parks, facilities, and natural open space areas.
- ***Goal 7:*** Be an efficient and effective provider of the parks and recreation services desired by the community.
- ***Goal 8:*** Encourage public involvement in park and recreation issues.

9. FINDINGS: SCHOOLS

General

a. Education services are provided in Keizer by School District 24J.

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

10. GOALS AND POLICIES: SCHOOLS

a. General Goal

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

b. General Policies

1) Coordinate the acquisition of school sites to further the joint acquisition and development of park and school sites and to permit the joint use of school and park facilities.

2) Locate elementary schools so that:

a) They are in the center of existing or future residential neighborhoods within safe and reasonable walking distance of as many students as possible.

b) Attendance areas will be bounded, rather than intersected, by barriers, presenting obstacles or dangers to children walking to and from school.

c) They are located on residential streets, which provide sufficient access for buses and other necessary traffic but have a minimum of non-school related vehicle activity.

2) Locate secondary schools so that:

a) They have adequate, safe and direct access from principal street network.

b) They are located in areas, which are geographically central to the population served.

c) They are designed, cited and constructed to encourage the use of walkways, bikeways, and public transit.

4) Accelerate the acquisition of school land in projected growth areas by working with the school district to establish guidelines to determine where and when developers will be required to dedicate land for school facilities, or money in lieu of, to serve their development.

F. PLAN ADMINISTRATION

1. FINDINGS: CITIZEN INVOLVEMENT

General

a. A Citizen Involvement Committee has been established by the Keizer City Council.

b. The City of Keizer has established a Planning Advisory Committee (PAC) to provide citizen input throughout the comprehensive planning process. Public workshops have been held to review and comment on technical data, discuss issues and priorities, and to provide feedback on policy statements.

c. Town Hall meetings have been held throughout the comprehensive planning process. These public meetings provided all citizens of Keizer the opportunity to receive information, discuss issues, and provide input to the planning process.

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

2. GOALS AND POLICIES: CITIZEN INVOLVEMENT

a. General Goals

1) Provide for widespread citizen involvement.

2) Assure effective two-way communication with citizens.

3) Provide the opportunity for citizens to be involved in all phases of the planning process.

4) Assure that technical information is available in an understandable from.

5) Assure that citizens will receive a response from policymakers.

6) Insure funding for the citizen involvement program.

b. General Policies

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

3. FINDINGS: COORDINATION

General

a. A Regional Coordination Committee (RCC) has been established by the City of Keizer to provide the opportunity to all affected local and state jurisdictions for input and comment on the process.

b. The City of Keizer has been participating with other jurisdictions in the coordination program established in the Salem Area Comprehensive Plan.

c. The City of Keizer has initiated a voluntary regional comprehensive plan coordination association among the jurisdictions in the region. An agreement has been prepared establishing a "Regional Comprehensive Plan Coordination Association". This agreement is incorporated as a part of this plan, and is included as Appendix 2.

4. GOALS AND POLICIES: COORDINATION

a. General Goal

1) Work with other jurisdictions in the region to ensure land use and related issues are appropriately coordinated. **(2014)**

b. General Policies

1) Pursue the comprehensive plan coordination association as the institutional means to ensure coordination in the Salem/Keizer urban area. **(2014)**

2) Encourage and assist Mid-Willamette Council of Governments in identifying regional needs and priorities and implementing functional plans.

3) Adopt dual interest area agreements with the City of Salem and Marion County for those areas where future annexation by Keizer is possible and desirable. Include dual interest areas in the resolution establishing regional comprehensive plan coordination. **(2014)**

4) Insure consistency between city and county plans. Any conflicts should be stated in a dual interest area agreement, and resolution of these conflicts will occur through the plan amendment process.

5) Insure coordination with special districts, local and state jurisdictions by involving these appropriate bodies in the plan review and revision process.

5. FINDINGS: PLAN REVISIONS AND IMPLEMENTATION

General

a. An Integrative Ordinance has been prepared which provides common administration procedures which will insure continued consistency between the Keizer Comprehensive Plan and Salem Area Comprehensive Plan.

b. New subdivision and zoning ordinances have been prepared to implement the Keizer Comprehensive Plan.

6. GOALS AND POLICIES: PLAN REVISIONS AND IMPLEMENTATION

General Goals and Policies

a. Assure that policies in this plan are implemented.

b. Establish plan review and revision procedures, which include provisions for participation by citizens and affected governments.

c. Assure an adequate factual base for decisions and actions.

d. Participate in the "Regional Comprehensive Plan Coordination Association" which includes guidelines for regional issues requiring comment and review during plan amendment proceedings. See Appendix 2.

e. Assure that the comprehensive plan is regularly reviewed, revised and amended.

1) Establish administrative or organizational procedures to insure adequate monitoring of population, vacant lands, transportation systems, public facility capacities, environmental and economic changes.

2) Maintain the adopted citizen involvement program to provide a means for the public to express their views community needs, changes and improvements.

3) Periodically re-assess goals, general policies and implementation as well as the database and alternative on which the plan is based.

4) Formally review the comprehensive plan at least as often as directed by the Oregon Department of Land Conservation and Development in order to satisfy the periodic review requirements of ORS 197.640.

5) Coordinate the review with the review and revision schedule of the Salem Area Comprehensive Plan.

6) Evaluate proposed comprehensive plan amendments according to the following criteria:

a) Compliance with the statewide land use goals and related administrative rules is demonstrated.

b) Conformance with the Comprehensive Plan goals, policies and intent is demonstrated.

c) Public need is best satisfied by this particular change.

d) The change will not adversely affect the health, safety and welfare of the community.

e) Adequate public facilities, services and transportation networks are in place, or are planned to be provided concurrently with the development of property.

7) Implement this plan through appropriate ordinance and action.

a) Adopt new ordinances to carry out the policies of this plan.

b) Apply zoning in a timely manner, which is consistent with this plan.

c) Require all zoning and subdivision ordinance to be consistent with the intent and to be based on this comprehensive plan.

d) Require all actions of the City on conditional uses, variances, zone changes and all other planning actions to be consistent with the intent of this plan.

G. AGRICULTURAL LANDS

1. FINDINGS: GENERAL

a. Typically, agricultural zones permitting commercial farming are located outside of cities and are governed by county regulations. Keizer, like numerous other Oregon cities once had a number of farms and farm uses within its jurisdiction but over time these have been replaced with other urban uses. The pattern of development is that over time cities become developed with urban densities and with uses that are often not compatible with commercial farming practices. However, within Keizer there are two zone designations that each allow for commercial agricultural uses. These are the Exclusive Farm Use (EFU) and Special Agriculture (SA) zones. Each of these has it own set of city regulations.

b. Legislative policy and the Land Conservation and Development Commission Goal No. 3 on agricultural lands also indicates a need to preserve agricultural lands. This State Goal defines agricultural lands in western Oregon as land predominantly comprised of Class I - IV soils identified by the Natural Resource Conservation Service (NRCS) classification system and other lands which are suitable for farm use. Farm use is also defined as set forth in ORS 215.293 (2) (a) (1997 edition): ....."farm use" means the current employment of land for the primary purpose of obtaining a profit in money by raising, harvesting and selling crops or by the feeding, breeding management and sale of, or the produce of, livestock, poultry, fur-bearing animals or honeybees or for dairying and the sale of dairy products or any other agricultural or horticultural use or animal husbandry or any combination thereof. "Farm use" includes the preparation, storage and disposal by marketing or otherwise of the products or by-products raised on such land for human use and animal use. "Farm use" also includes the current employment of land for the primary purpose of obtaining a profit in money by stabling or training equines, including but not limited to provide riding lessons, training clinics and schooling shows. "Farm use" also includes the propagation, cultivation, maintenance and harvesting of aquatic species and bird and animal species to the extent allowed by the rules adopted by the State Fish and Wildlife Commission. "Farm use" includes the on-site construction and maintenance of equipment and facilities used for the activities described in this subsection. "Farm use" does not include the use of land subject to the provisions of ORS Chapter 321, except land used exclusively for growing cultured Christmas trees as defined in subsection (3) of this section, or land described in ORS 321.267 (1) (e) or 321.415 (5). The State goal as amended in 1994 indicates that these lands shall be preserved by applying Exclusive Farm Use zoning consistent with the requirements in OAR 660- 033. These statutes and rules define high-value farmland and establish review criteria for many of the uses allowed in EFU zones. As a result, the state land use program provides greater protection for high value farmland compared with other farmland protected under Goal 3.

c. It is the intent of the City of Keizer to maintain the ability to economically farm these lands by limiting conflicts with non-farm uses. This will be accomplished

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

d. The primary tools available to accomplish this goal are farm zoning and land division controls. Through the exercise of these controls, the agricultural industry can be maintained in the future. Even though land use controls can be effective in preserving agricultural lands, by far the most important aspect of this program is public attitude. Public support, particularly from farmers, farm related industry, and those people owning farm land in the County, is the real foundation upon which agricultural land preservation policies will be maintained.

e. Exclusive Farm Use

1) The City of Keizer has an EFU zone which consists of one property. The property is located adjacent to the Willow Lake Treatment Plant and is also within the Special Policy Area overlay zone surrounding the treatment plant which is the result of a coordinated effort by the City of Salem and the City Keizer regarding concerns from odor and sounds emitting from the treatment facility. It seeks to minimize uses and potential complaints from adjacent property owners to the use of the treatment facility.

2) While the city's EFU zoning requirements allow for the continued agriculture use of the property. Since the designation only involves property that is within the city limits and not outside the urban growth boundary it is not a requirement of the city that this zone district comply with all the requirements that have been adopted by the state. In addition, this EFU district is planned to one day be developed in a manner more consistent with urban development patterns which means it may be in other uses than farming. The EFU zone prohibits any residential development through the subdivision or partition process. While the EFU zone is fairly limiting in what it will allow, it is envisioned that a zone change to another zone would be requested by a property seeking to allow a change of use on the property. Such a rezone proposal will need to be consistent with all city procedures and process.

f. Special Agriculture

1) The other agriculture zone which the city has is the Special Agriculture zone. Unlike the city's EFU zone district the SA is an EFU qualifying zone. This zone is applied to land that was a Marion County EFU zoned area that was annexed into the city limits but is located outside of the urban growth boundary. Because it is not within the city's urban growth boundary it needs to have a zone designation that is consistent with state requirements governing uses within agricultural areas. Hence, the need for it to be an EFU qualifying zone. The SA zone is structurally modeled on the Marion County EFU zoning regulations

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

2) One area which recently was designated SA is the area in the western part of the city adjacent to the Keizer Rapids Park. This area which until recently had been designated Marion County EFU. The adjacent park was approved by Marion County with a conditional use permit for the development of a park. The annexation of a parcel which is currently outside the city limits will allow the city to be able to acquire it using urban renewal funding. With the annexation, the city will be able to process all land use applications and provide all public safety services without having to rely on the County. The caveat is that if the parcel remains outside of the urban growth boundary, it then needs to be zoned with an EFU qualifying zone and that all uses of the property be in accordance with this zone designation.

3) The intent of the SA designation is to establish an EFU qualifying zone and to allow for uses which are allowed within this zone district and that these uses be done in a manner that will not adversely impact any nearby farm uses. The SA zone will prohibit residential development through subdivisions or partitions and will also prohibit the extension of sanitary sewer to serve any SA designated parcels. Lands with the SA designation are to be developed in accordance with the city's SA zone requirements and also with all applicable state statutes and rules governing resource zones. As this may limit the full use of the any SA designated lands it may be appropriate to consider bringing these lands into the urban growth boundary. As lands with this designation are inside the city limits yet outside the urban growth boundary consideration shall be given to including these lands as part of any future urban growth expansion that the city may someday endeavor.

2. GOALS AND POLICIES: AGRICULTURAL LANDS

a. General Goals

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

b. General Policies

1) Preserve lands designated as Special Agriculture from incompatible uses through the implementation of the corresponding SA zone.

2) Maintain agricultural lands in the largest areas as possible to encourage larger scale commercial agricultural production.

3) Limit residential uses on high value lands to those dwellings where past income from the sale of farm products demonstrate that the dwelling will be in conjunction with the farm use. Non-farm dwellings should be limited to existing parcels composed of non-high value soils where the dwelling will be compatible with the surrounding farm area.

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

4) Divisions of agricultural lands shall be reviewed by the City and comply with the applicable minimum parcel size and the criteria for the intended use of the property.

5) When the creation of a non-farm parcel is warranted, the size of the parcel shall be as small as possible to preserve the maximum amount of farmland in the farm parcel. Requirements may need to be imposed when non-farm parcels are allowed in farm use areas to minimize the potential for conflicts with accepted farm management practices on nearby land. These may include special setbacks, deed restrictions and vegetative screening.

6) Discourage development of non-farm uses on high value farmland unless such uses are allowed by either the SA or EFU zone designation and that they are done in a manner that will not cause adverse impacts on nearby farm uses.

7) Development of a non-farm proposal that will be developed in conjunction with an adjacent use that received land use approval and which will be developed consistent with a master plan shall be given special consideration.

8) Lands that are designated City of Keizer EFU are lands that are within the city limits and while these lands may be currently in agriculture use it is recognized that at some future time they may be rezoned and developed to allow uses consistent with that zone designation.

9) Consideration shall be given to including lands designated SA into the Urban Growth Boundary (UGB) at some future point if the city endeavors to pursue a UGB expansion.

IV. PROCEDURES FOR AMENDING THE KEIZER COMPREHENSIVE PLAN

A. DEFINITIONS

1. SALEM/KEIZER URBAN AREA

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

2. SALEM URBAN AREA

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

3. KEIZER URBAN AREA

   The area within the Keizer city limits and the Salem/Keizer urban area adjoining the Keizer city limits to the north and west which is generally north and west of the Keizer city limits, west of the Interstate 5 Freeway as it runs north of the Salem city limits, and east of the Willamette River shall be known as the Keizer Urban Area.

4. DUAL INTEREST AREAS

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

5. REGIONAL POLICY

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

6. REGIONAL PLANNING ACTION

   Any amendment to a regional policy.

7. NON-REGIONAL PLANNING ACTION

Non-regional planning actions are of two types:

a. Any amendment to an urban area policy.

b. All other land use actions.

B. JURISDICTION

1. SALEM'S JURISDICTION

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

2. KEIZER'S JURISDICTION

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

3. POLK COUNTY'S JURISDICTION

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

4. MARION COUNTY'S JURISDICTION

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

C. PROCEDURES FOR AMENDMENT

1. REGIONAL PLANNING ACTIONS PROCEDURES

a. Regional planning actions may be initiated by any one of the four jurisdictions (Cities of Salem and Keizer and Counties of Marion and Polk), but must be concurred in by all of the other jurisdictions as set forth below before they are considered effective amendments to the Plan.

b. The proposing jurisdiction shall notify all of the other jurisdictions of the proposed regional planning action by sending to them a true copy of the 45 day notice sent to the Department of Land Conservation and Development (DLCD). That copy shall be sent to the other jurisdictions not less than 45 days prior to the date set for final hearing in the matter. If the final hearing is rescheduled, the other jurisdictions shall be notified of the new hearing date.

c. All jurisdictions that concur with the regional planning action shall, at least 15 days prior to the final hearing as cited in the DLCD notice, indicate to the proposing jurisdiction their concurrence. Those jurisdictions that concur shall adopt ordinances indicating their concurrence and transmit those ordinances to the proposing jurisdiction.

d. Where "c" does not apply, jurisdictions shall at least 15 days prior to the final hearing as cited in the DLCD notice, indicate to the proposing jurisdiction their lack of concurrence, the conditions necessary for concurrence, or the need for a specific amount of additional time to consider the matter before responding. Those jurisdictions indicating non-concurrence shall provide their reasons, findings, and conclusions in writing to the proposing jurisdiction.

e. When the proposing jurisdiction has received concurring ordinances, which are identical with regard to the text of the regional planning action adopted from each of the other jurisdictions, it may take final action to adopt its own ordinance and the effective date of that final ordinance shall be the effective date of the amendment to this plan. The proposing jurisdiction shall send copies of the final ordinance to all of the other jurisdictions.

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

2. NON-REGIONAL PLANNING ACTIONS PROCEDURES

a. Any amendment to an urban area policy shall follow the regional planning action procedures, except that the concurrence requirement will be limited to jurisdictions within the urban area.

b. Any non-regional planning action other than an urban area policy amendment shall be acted upon by Salem, Keizer, Polk County, and Marion County respectively for areas over which each exercises exclusive jurisdiction.

1) Each jurisdiction shall notify all other jurisdictions of pending planning actions within their jurisdiction and as required by dual interest area agreements.

2) If a disagreement is reached, the jurisdiction having authority to take the action is free to act, and any other jurisdiction is free to appeal such action to the Land Use Board of Appeals.

D. RULES OF PROCEDURE

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

E. REVIEW AND REVISION

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

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

1. A Comprehensive Plan for the Keizer Urban Area has been adopted as an amendment to the Salem Area Comprehensive Plan (SACP). It shall be referred to as the Keizer Comprehensive Plan (KCP). All regional policies are included in the text of the SACP and KCP.

2. Land use decisions, other than regional planning actions involving land within the Salem urban area shall be made based solely on the SACP, its plan map, and its implementing ordinances.

3. Land use decisions other than regional planning actions involving land within the Keizer urban area shall be made based solely on the KCP, its plan map, and its implementing ordinances.

4. Regional planning actions shall be made solely on the basis of the concurrence of all the jurisdictions – City of Salem, City of Keizer, Marion County, and Polk County. Regional planning actions shall be adopted by each jurisdiction with the identical language.

G. URBAN GROWTH BOUNDARY

1. The cities of Salem and Keizer and Counties of Marion and Polk have adopted by legal description the Salem/Keizer urban growth boundary for the Salem and Keizer urban areas and shall review the Salem/Keizer urban growth boundary on a periodic basis or upon the request of one of the jurisdictions to identify if changes are necessary.

2. All parties shall work toward the development of the most efficient and economical method for providing specific urban services to the area within the Salem/Keizer urban growth boundary.

3. Changes to the Salem/Keizer urban growth boundary must be adopted concurrently by all four affected jurisdictions and shall be based upon consideration of the following factors:

    a. Demonstrated need to accommodate long range urban population growth requirements consistent with LCDC goals;

    b. Need for housing, employment opportunities and livability;

    c. Orderly and economic provision for public facilities and services;

d. Maximum efficiency of land uses within and on the fringe of the existing urban area;

e. Environmental, energy, economic and social consequences;

f. Retention of agricultural land, as defined, with Class I being the highest priority for retention and Class VI the lowest priority;

g. Compatibility of the proposed urban uses with nearby agricultural activities; and

h. Projections of land needs and supply of buildable land within the entire Salem and Keizer urban areas.

H. TRANSPORTATION

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

I. WILLOW LAKE TREATMENT PLANT

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

J. SOLID WASTE

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

K. STORM DRAINAGE POLICY

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

L. RESIDENTIAL DENSITY

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

V. ACCOMPANYING PLAN DOCUMENTS

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

A. REGIONAL PLANS

1. Salem Area Comprehensive Plan. City of Salem, adopted 1979, acknowledged 1982.

2. Conformance of the Salem Area Comprehensive Plan with State Land Use Goals, Salem Planning Division, 1982.

3. Year 2005 Areawide Transportation Plan for the Salem-Keizer Urban Area, Mid-Willamette Valley Council of Governments, 1985.

B. WORKING PAPERS

1. Past and Present Conditions: Natural Resources and Willamette Greenway Factors, Wilsey & Ham, 1984.

2. Past and Present Conditions: Socioeconomic and Housing Factors, ECO Northwest, 1984.

3. Past and Present Conditions: Land Use and Urbanization Factors, Wilsey & Ham, 1984.

4. Past and Present Conditions: Public Facilities and Services/Transportation Factors, Wilsey & Ham, 1985.

5. Forecasts and Analysis: Natural Resources and Willamette Greenway Factors, Wilsey & Ham, 1985

6. Forecasts and Analysis: Socioeconomic and Housing Factors, ECO Northwest, 1985.

7. Forecasts and Analysis: Public Facilities and Services/Transportation Factors, John Spencer & Assoc., 1985.

8. A Brief History of Keizer and Keizer's Historic Sites, Ann Lossner, 1986.

C. TECHNICAL PLAN AND REPORTS

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

2. Keizer Area Sanitary Sewer Master Plan Update, William I. Peterson Engineering, Inc., 1985.

3. Keizer Area Drainage Master Plan, Kramer, Chin and Mayo, Inc., 1982.

4. North Keizer Sanitary Survey. Department of Environmental Quality, Marion County Health Department, 1984.

5. 1991 Sewage Treatment Agreement, City of Keizer and City of Salem,

D. DOCUMENTS INCORPORTED INTO PLAN

~~1. McNary Activity Center Design Plan December 1991~~

~~2.~~1. Master Sewer Plan Update 1992

~~3.~~2. Master Sewer Plan Update December 1993

~~4.~~3. Dual Interest Area Agreement

~~5.~~4. Master Sewer Plan Update January 30, 2003

~~6.~~5. Parks and Recreation Master Plan dated January 2008

~~7.~~6. City of Keizer Transportation Systems Plan (April 2009)

7. Keizer Revitalization Plan dated November 2019

VI. APPENDIX

1. Resolution R85-149, establishing City of Keizer Citizen Involvement Program.

2. Agreement Establishing A Regional Comprehensive Plan Coordination Association.

APPENDIX 1

CITY COUNCIL, CITY OF KEIZER, STATE OF OREGON

Resolution R85-149

ESTABLISHING CITY OF KEIZER CITIZEN INVOLVEMENT PROGRAM

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

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

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

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

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

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

<u>OBJECTIVES</u>:

1. To provide for widespread citizen involvement.

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

interest in land use planning.

1) The names of the PAC members shall be publicized to encourage input from the general public to the PAC.

2) The PAC shall designate time on the meeting agendas for public input.

3) The PAC shall set and post meeting times/dates to maximize the opportunity for public attendance.

4) Vacancies on the PAC will be filled through an open, well-publicized selection procedure.

5) The PAC shall ensure that the media is notified of meetings and encourage the local media to attend.

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

1) Maps and/or written background information shall be available for citizens to study at City Hall prior to meetings.

2) Townhall meetings and public hearings shall be well-publicized in advance.

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

1) Publicize the Citizen Involvement Program.

2) Assist in implementation and later evaluation of the Citizen Involvement Program.

3) Assure that methods are developed for the public to receive public notices and planning information.

4) Maintain communication with community organizations (such as Keizer Merchants Association, League of Women Voters, local churches) relating to land use matters.

5) Evaluate citizen input methods periodically and recommend additional measures to Council if necessary.

6) Meet at least annually with the Council and Planning Commission to evaluate citizen input methods.

7) Recommend specific input methods (task forces, advisory boards, committees) for citizen involvement in implementation of the adopted Comprehensive Plan, when the choice of appropriate procedures and methods needs clarification.

2. To provide for effective two-way communication between citizens and elected and appointed public officials, including feedback mechanisms.

A. Establish mail list for agendas for PAC meetings to include service clubs, interested citizens,

etc.

B. Use procedures and practices conducive to citizen involvement.

1) PAC and City Council members shall be clearly identified so citizens know to whom they are speaking.

2) Public input procedures should be explained at the beginning of meetings.

3) Other procedures should be clearly established by the PAC or City Council, such as whether the general public may participate in discussions or ask questions during meetings.

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

1) Provide evaluation sheets at each townhall meeting or hearing;

2) Solicit feedback to determine effectiveness of the citizen involvement program regarding:

a) How citizen heard about meeting.

b) Type of interest and/or ownership in real property (commercial, industrial, residential, etc.).

c) Understanding of comprehensive plan process.

d) Effectiveness of meetings.

e) Questions that didn't get answered.

f) Providing signup sheets to receive answers to questions not answered.

3) Develop mechanisms for feedback.

D. Determine a system for seeing that citizens that testify or inquire about the comprehensive planning process receive responses from officials.

3. To provide for the dissemination of information that encourages citizens to identify and understand issues concerning land and development.

A. Provide technical information copies which can be viewed by the public at Keizer City Hall and/or Salem Public Library.

B. Keep land use maps posted at City Hall.

C. Provide handouts at public meetings.

D. Set up a speaker's bureau available to speak to service clubs, interested citizen groups, etc.

E. Contact community groups and encourage them to become involved and informed in the planning process.

F. Make available minutes from meetings/hearings to interested parties.

4. To insure funding for the Citizen Involvement Program.

A. The PAC shall recommend the Citizen Involvement

Program to the City Council.

B. The City Council shall adopt the Citizen Involvement Program and provide funding for its implementation.

5. To allow regional citizen participation.

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

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

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

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

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

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

/////

PASSED this 15th day of July, 1985.

SIGNED this 15th day of Juky, 1985.

Mayor

City Recorder

APPENDIX 2
AGREEMENT ESTABLISHING A
REGIONAL COMPREHENSIVE PLAN COORDINATION ASSOCIATION

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

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

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

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

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

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

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

Planning Advisory Committee (SKAPAC).

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

3) The goals of SKAPAC are as follows:

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

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

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

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

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

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

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

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

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

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

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

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

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

7) Time frames shall be established as follows:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

e) Decisions regarding areas defined as dual interest areas.

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

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

CITY OF KEIZER

By: _____

Approved as to Form:

_____
City Attorney

CITY OF SALEM

By: _____

Approved as to Form:

_____
City Attorney

MARION COUNTY

By: _____

Approved as to Form:

_____
Legal Counsel

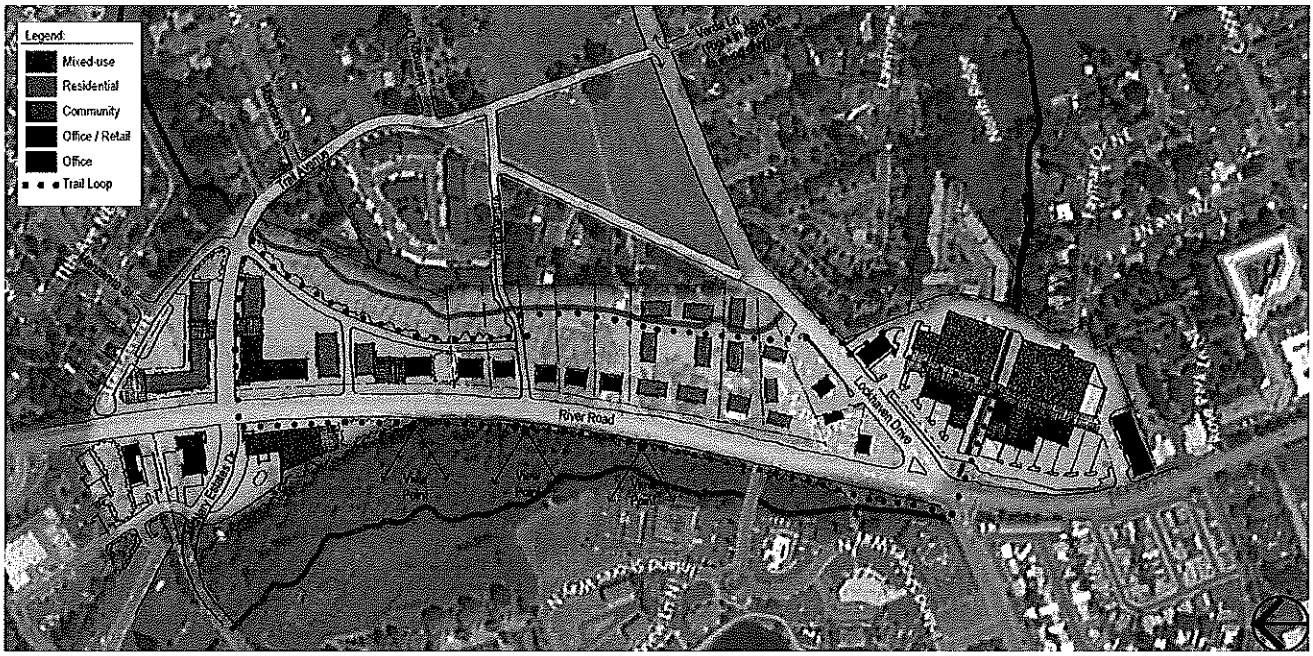
POLK COUNTY

By: _____

Approved as to Form:

_____
Legal Counsel

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 refences 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:[1]

- **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:

[1] 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[2].	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 "Exploring Downtown level application"
Affiliate Level	Communities looking for an opportunity to learn more about revitalization	Inquire at any time using the "Associate level application"

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. [3] 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,

[3] *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 facility 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:

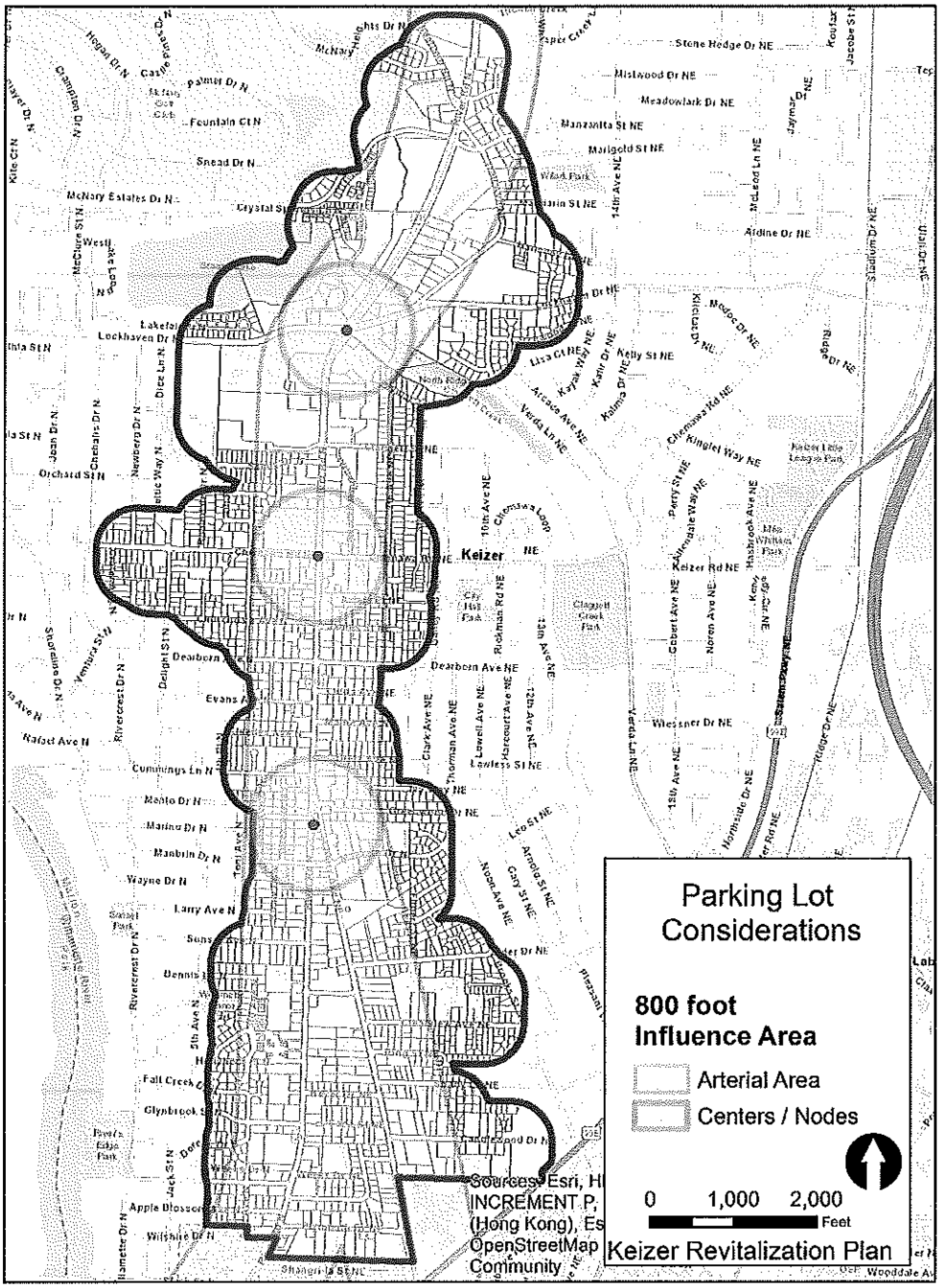
- **Urban Renewal:** Urban Renewal funds are often used to develop parking. This is a prime example of how funds generated through tax increment financing can be spent within the area to improve economic conditions and generate private sector investment. Surface parking spaces often cost more than $7,000 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)

Figure 1 – Area of Influence: Public Parking



Source: Otak, Inc., ESRI, City of Keizer

Input Received

Public parking lots were very well received. Most respondents were drawn to the idea of various public parking nodes along River Road that would help decongest the busy area and encourage people to park once and walk to their destinations along River Road. However, no sites have been identified and no funding sources are known to be available.

4. Construct a Modified Streetscape Design

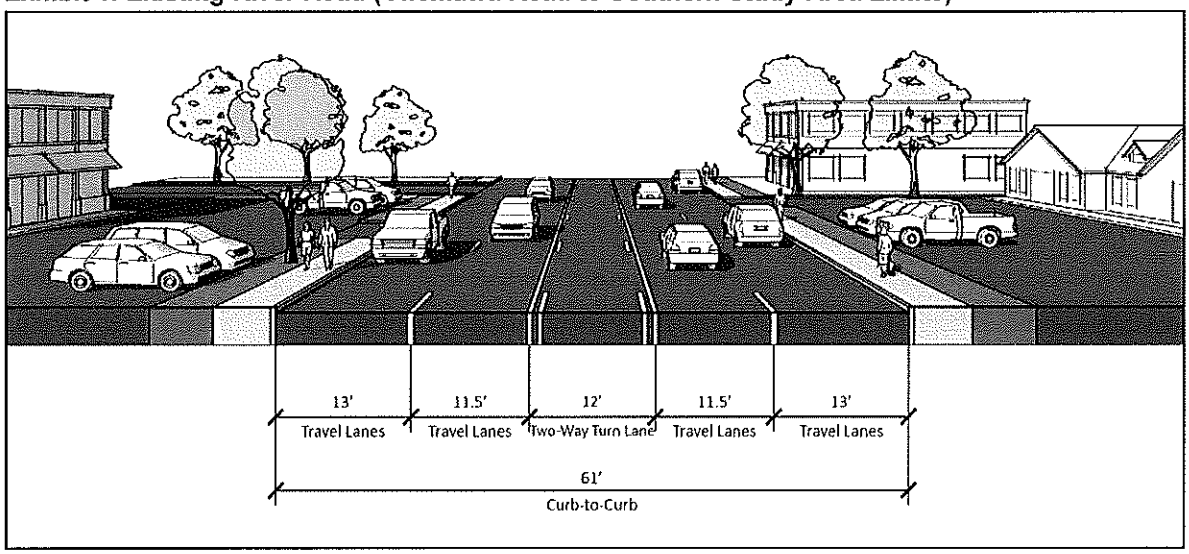
Gap Analysis Addendum Goals A, B, C; Objectives 5, 11, 12, 13, 14, 17

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.

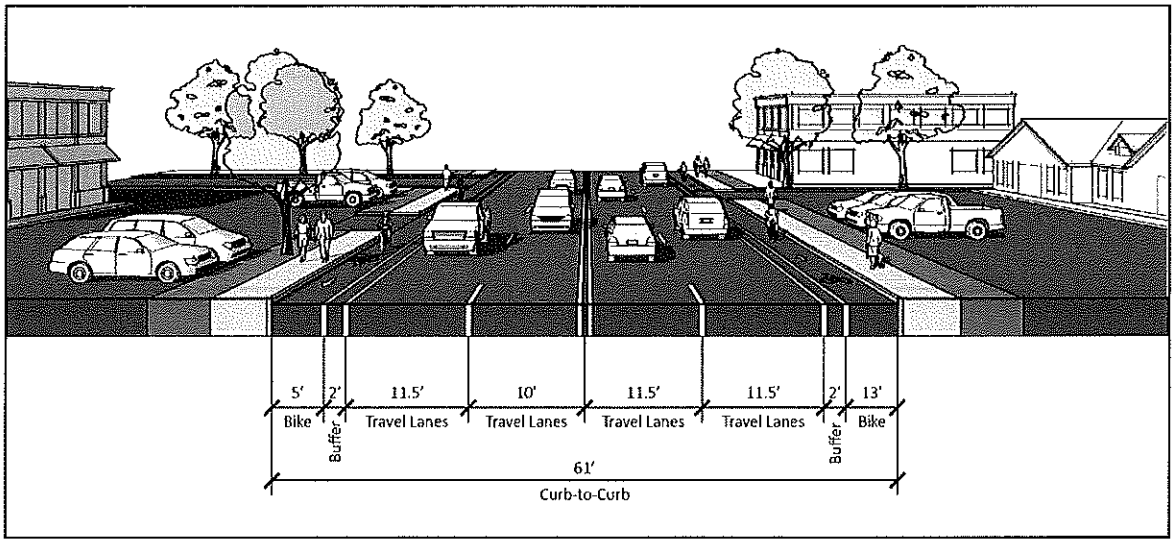
Exhibit 1: Existing River Road (Chemawa Road to Southern Study Area Limits)



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.

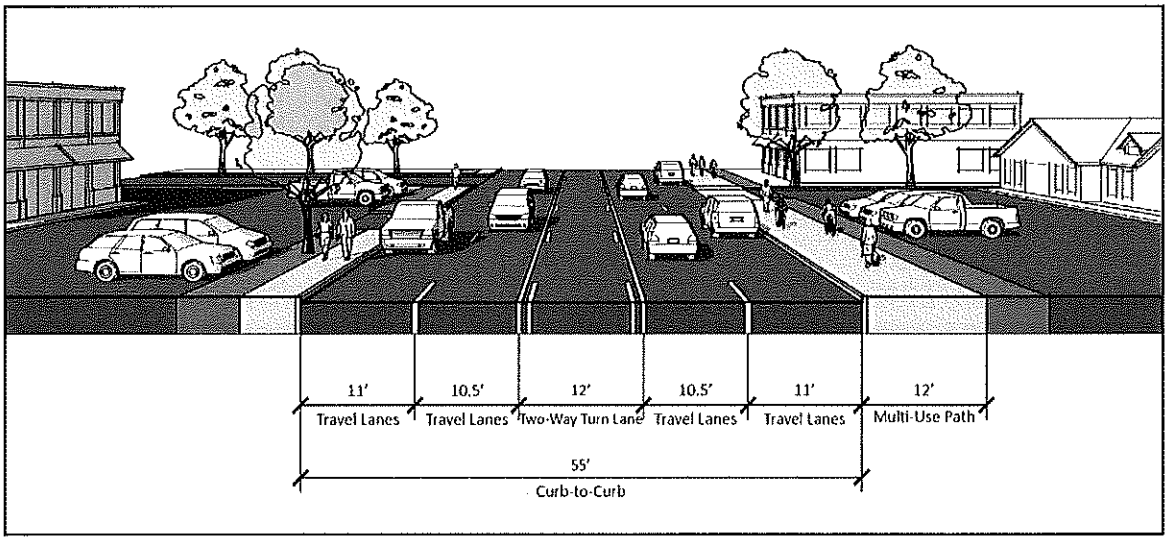
Exhibit 2: River Road TWTL Removal –Buffered Bike Lanes (Chemawa Road to Southern Study Area Limits)



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.

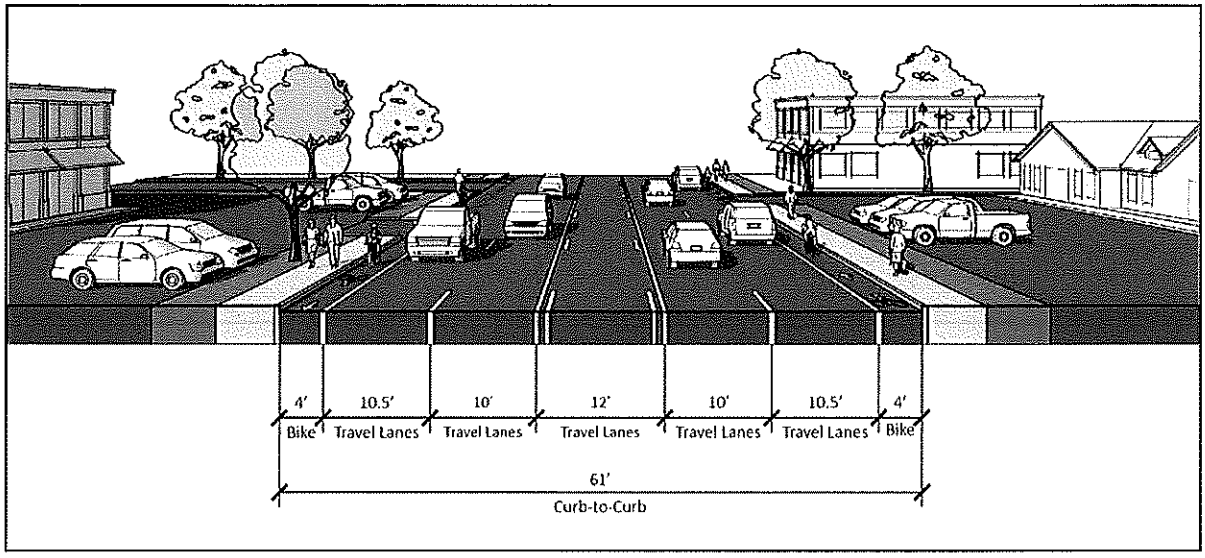
Exhibit 2: River Road Multi-Use Path (Chemawa Road to Southern Study Area Limits)



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.

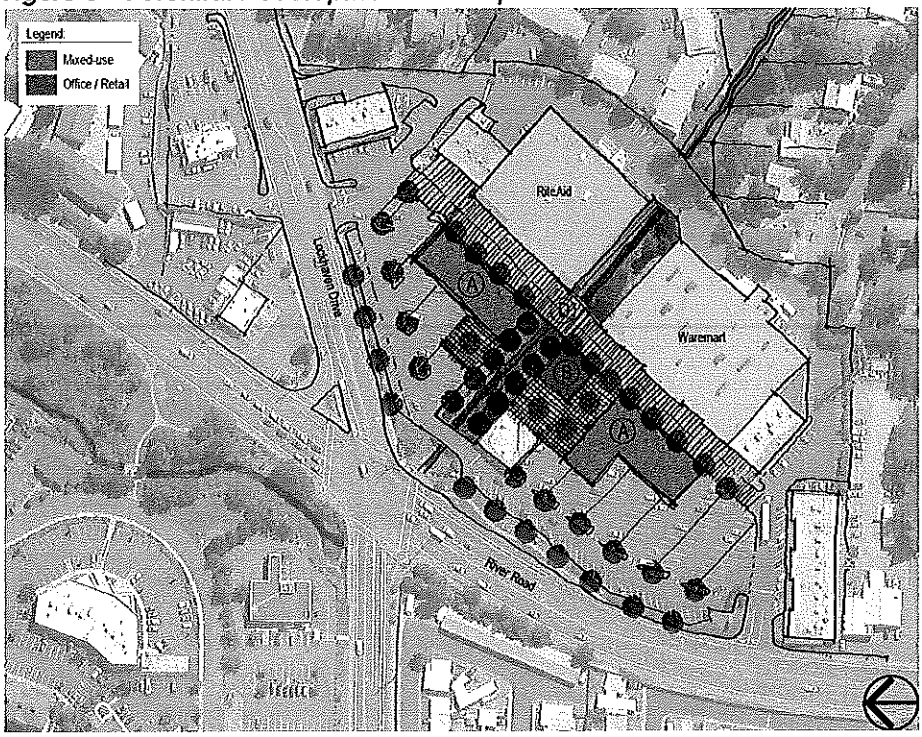
Figure 4 – Thornton Creek Water Quality Channel, Seattle

Source:http://www.seattle.gov/util/cs/groups/public/documents/webcontent/spu01_006146.pdf

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.

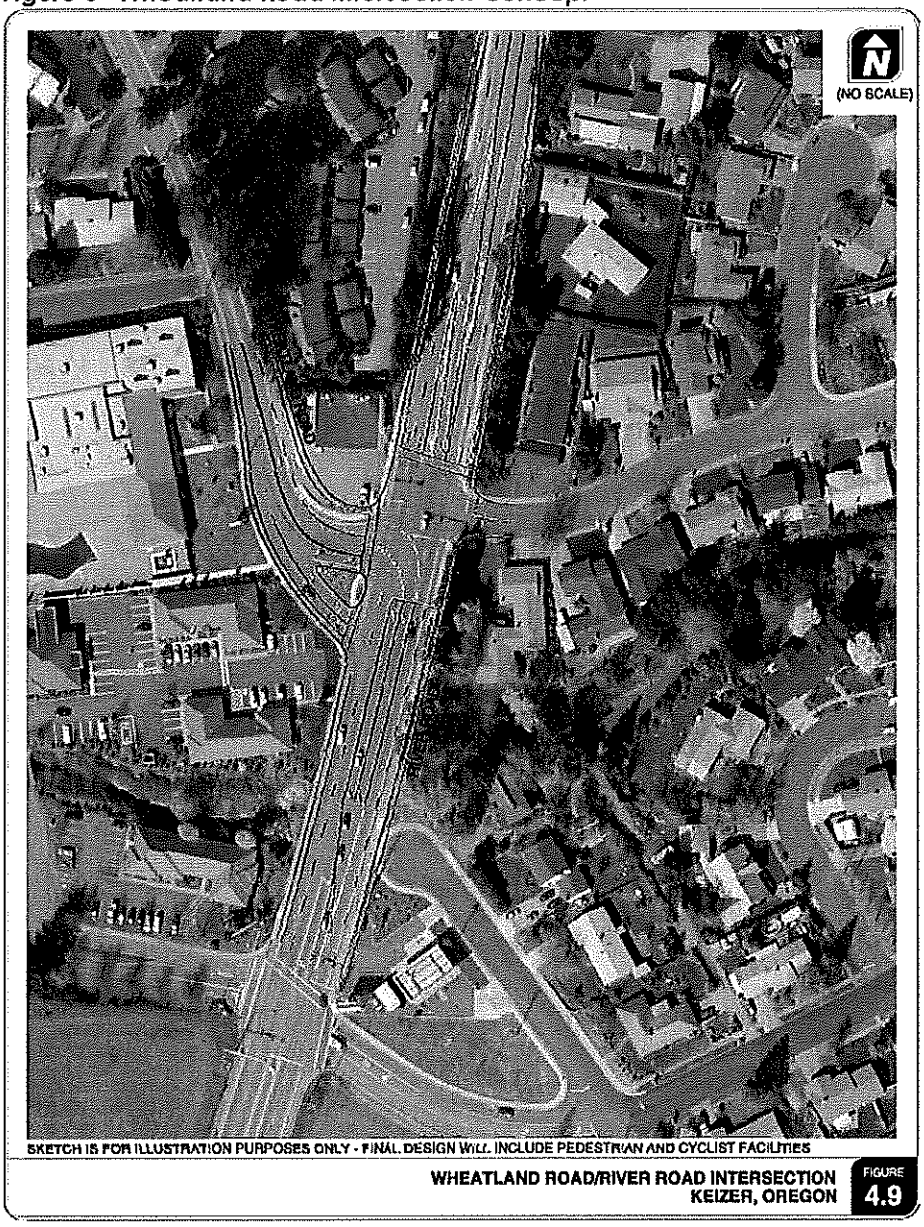
6. Improve Wheatland Road Intersection

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

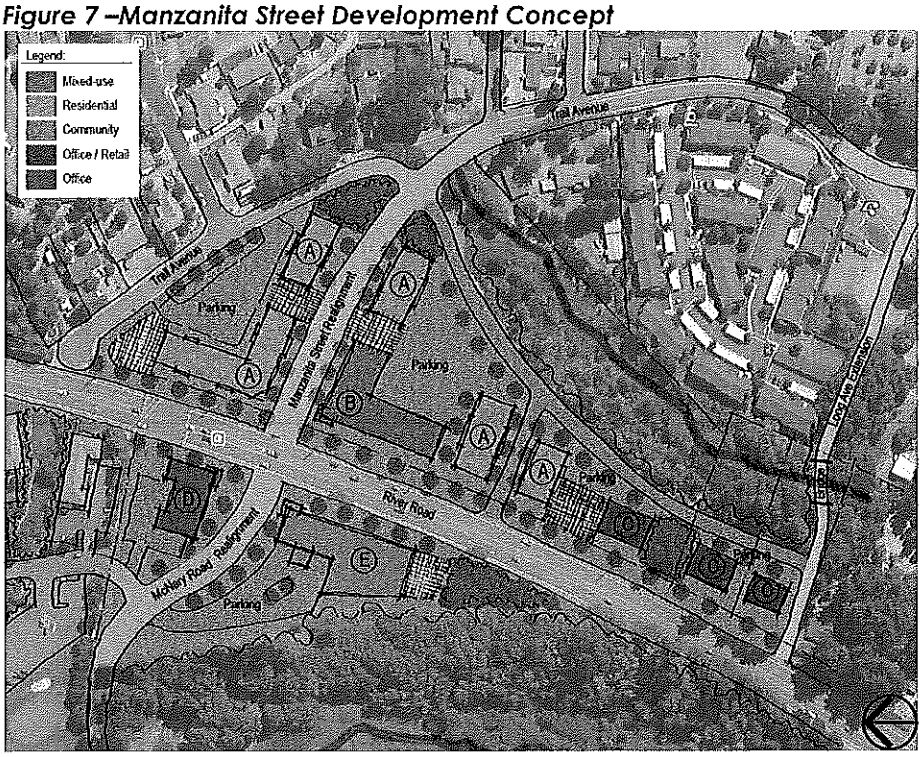
feet apart, however experts suggest that this is less than the desired distance for signalized intersections of this scale. Re-aligning the Manzanita Street / McNary Road intersection to accomplish the desired spacing could be a catalyst for unlocking the development potential of the vacant lands in 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.

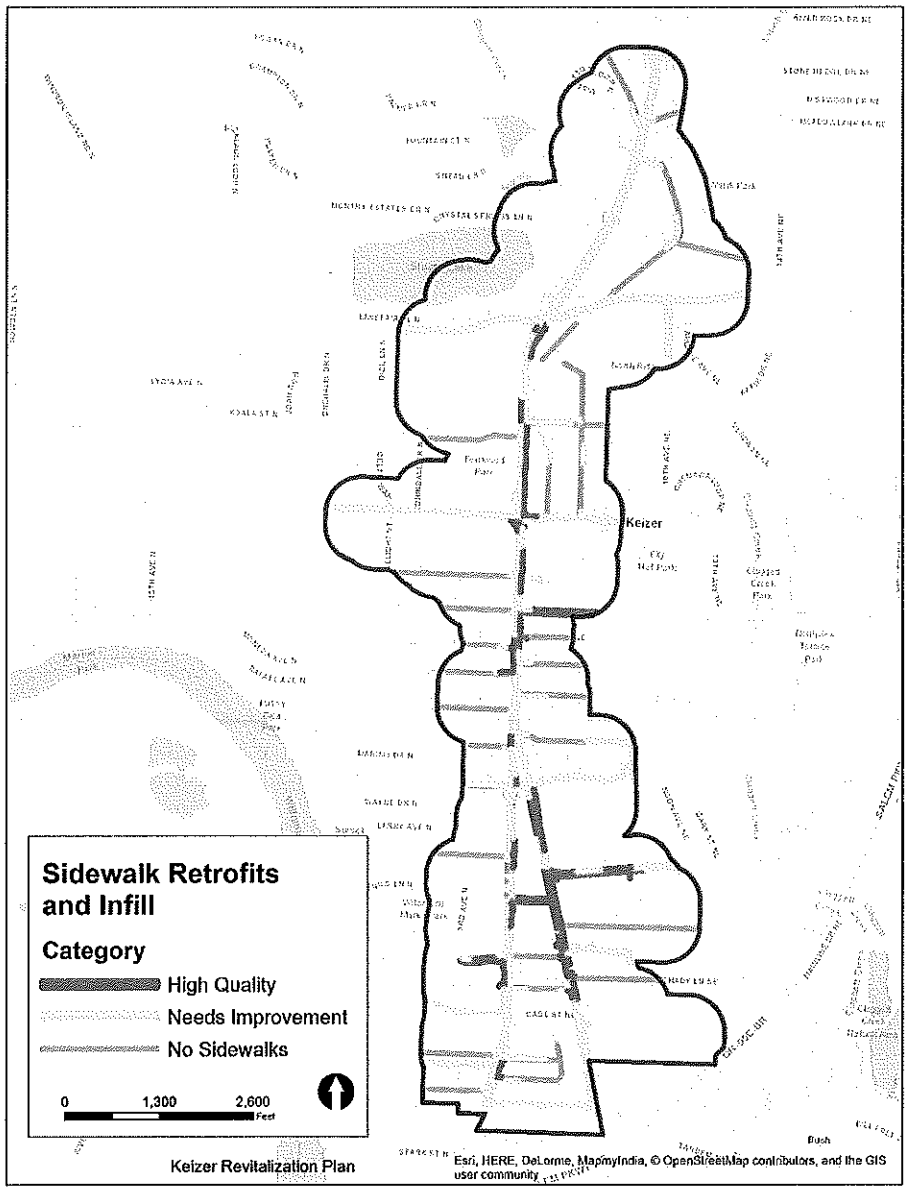
The CAC noted that the community center proposed as part of this concept does not have an identified funding source, but other active uses, such as a microbrewery, were likely to be well-received by the public.

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

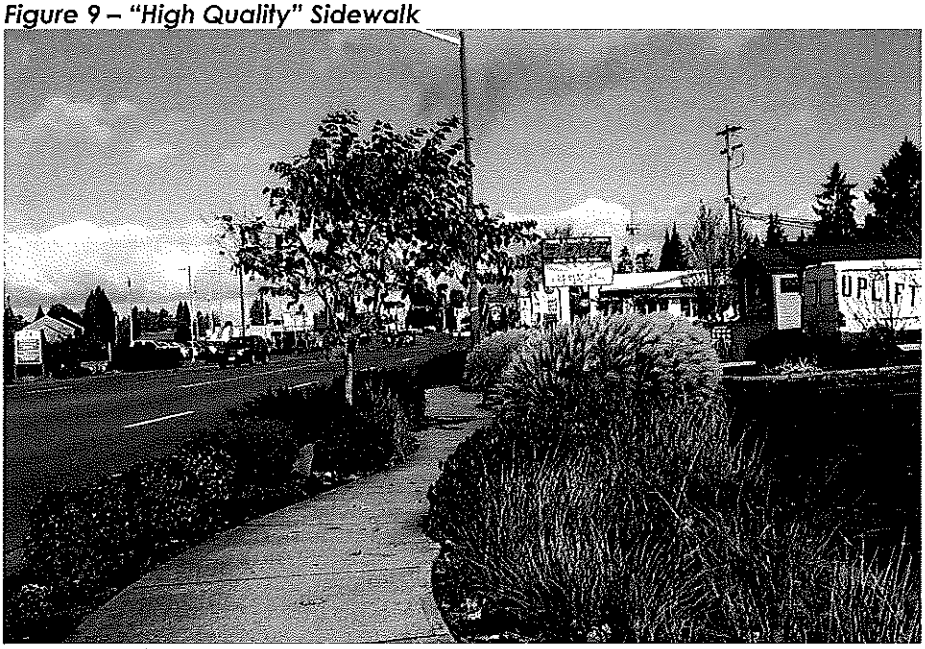
"High Quality" sidewalks are those that have been upgraded to provide buffering between pedestrians and adjacent traffic. "Needs Improvement" sidewalks are those that are substandard and do not provide buffering for pedestrians. Figure 8 indicates the locations of "High Quality" and "Needs Improvement" 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

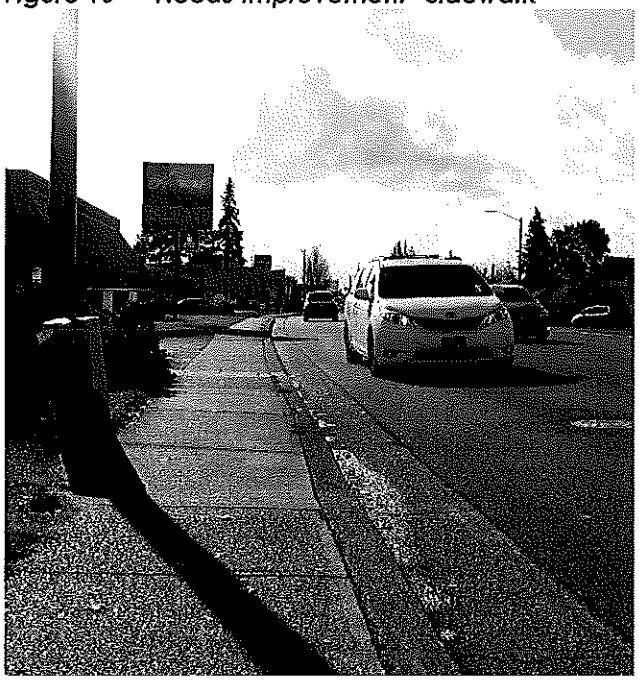


Source: Otak, Inc.

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.

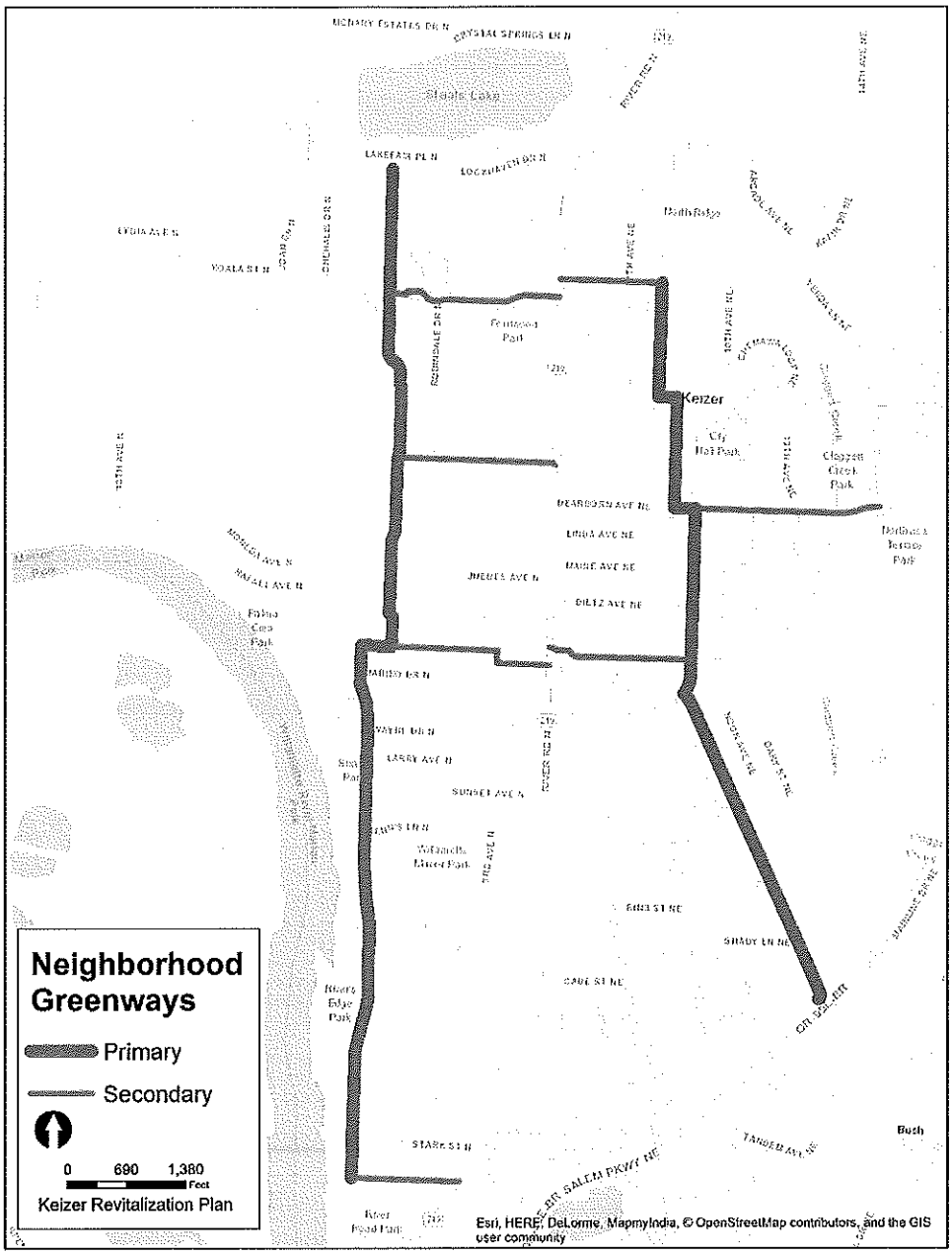
In the memo, two parallel routes were identified that would be within 0.4 miles of River Road. These options could facilitate bicycle travel by riders with a large range of skill and confidence levels. These potential Neighborhood Greenways are described as:

- **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.

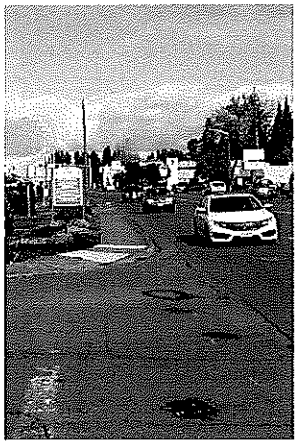
- **Field visit** –travel the corridor with selected members of the team documenting issues such as functional sidewalk widths and conditions, barriers to those using mobility devices, driveway slopes exceeding ADA standards, operation of pedestrian operated facilities including timing of walk cycles, 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.

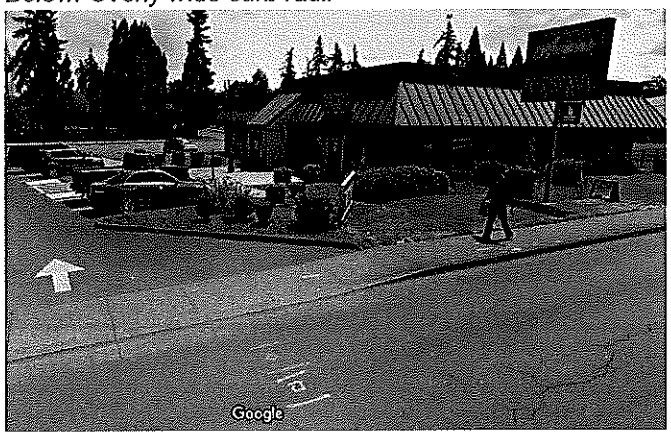
Figure 12 – Example Safety / Mobility Audit Documentation

Below: Uneven pavement

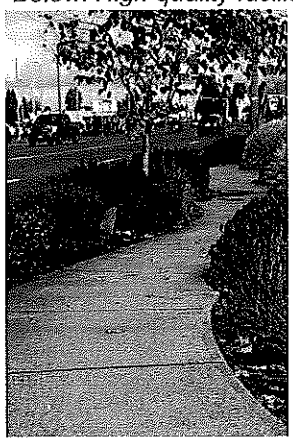
Below: No ADA treatment



Below: Overly wide curb radii



Below: High-quality facility



Source: Otak, Inc.

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

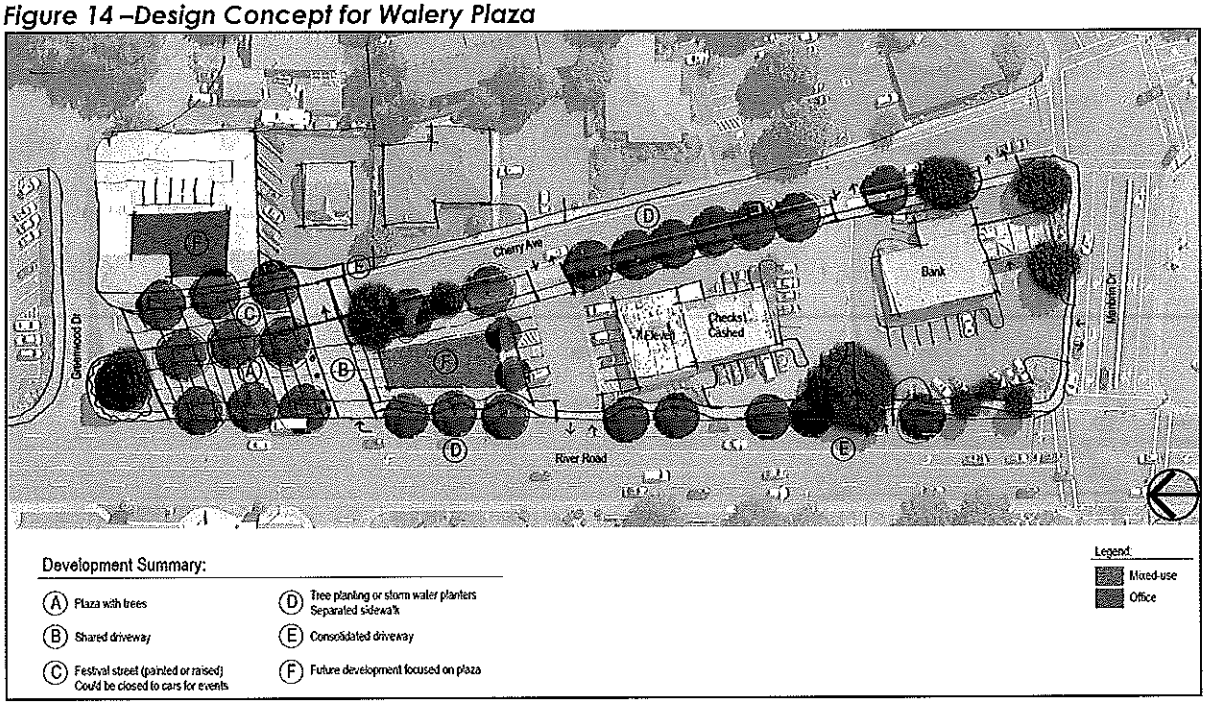
Source: Otak, Inc.

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.

Appendices

APPENDIX A

Otak

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

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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 where 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 bices 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 your 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.]*

_____

_____

_____

_____

Contact information (optional): _____
[Información para contactarlo (opcional)]

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

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851 SW 6th AVENUE, SUITE 600
PORTLAND, OR 97204
P 503.228.5230 F 503.273.8169

MEMORANDUM

Date: May 22, 2019 Project #: 21418

To: Li Alligood, Otak

From: Nick Gross and Susan Wright, PE

Project: Keizer Revitalization Plan

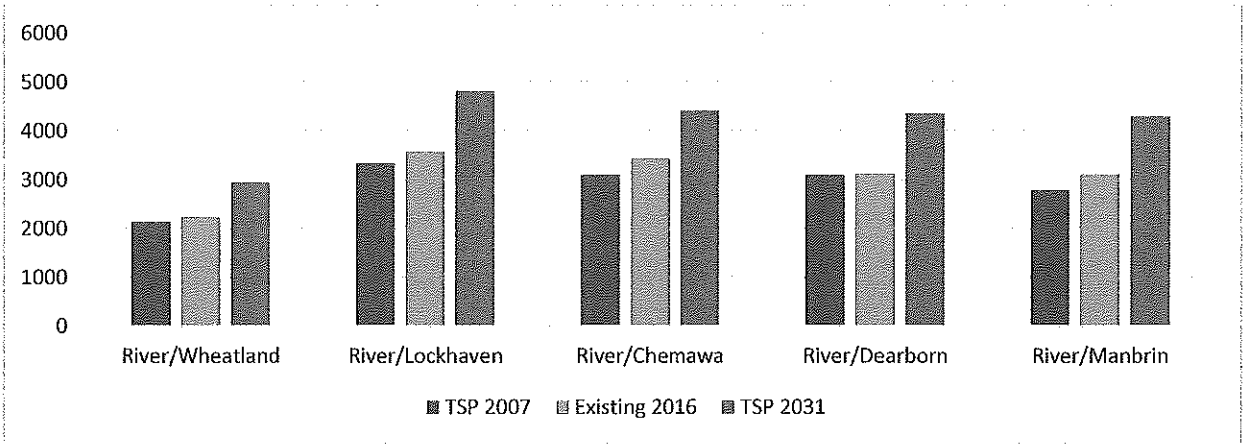
Subject: Memorandum #7: Mobility Impact Assessment

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

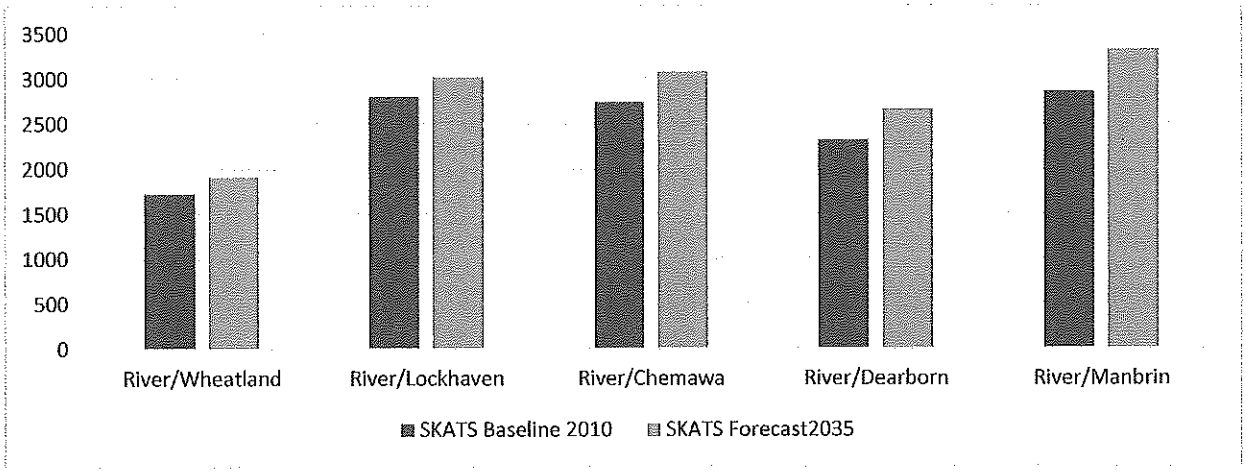
Intersection	2007 TEV	2016 TEV	TEV Annual Growth %
River Road/Wheatland Road	2,145	2,245	**0.5%**
River Road/Lockhaven Drive	3,345	3,585	**0.8%**
River Road/Chemawa Road	3,115	3,440	**1.1%**
River Road/Dearborn Avenue	3,110	3,130	**0.1%**

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)

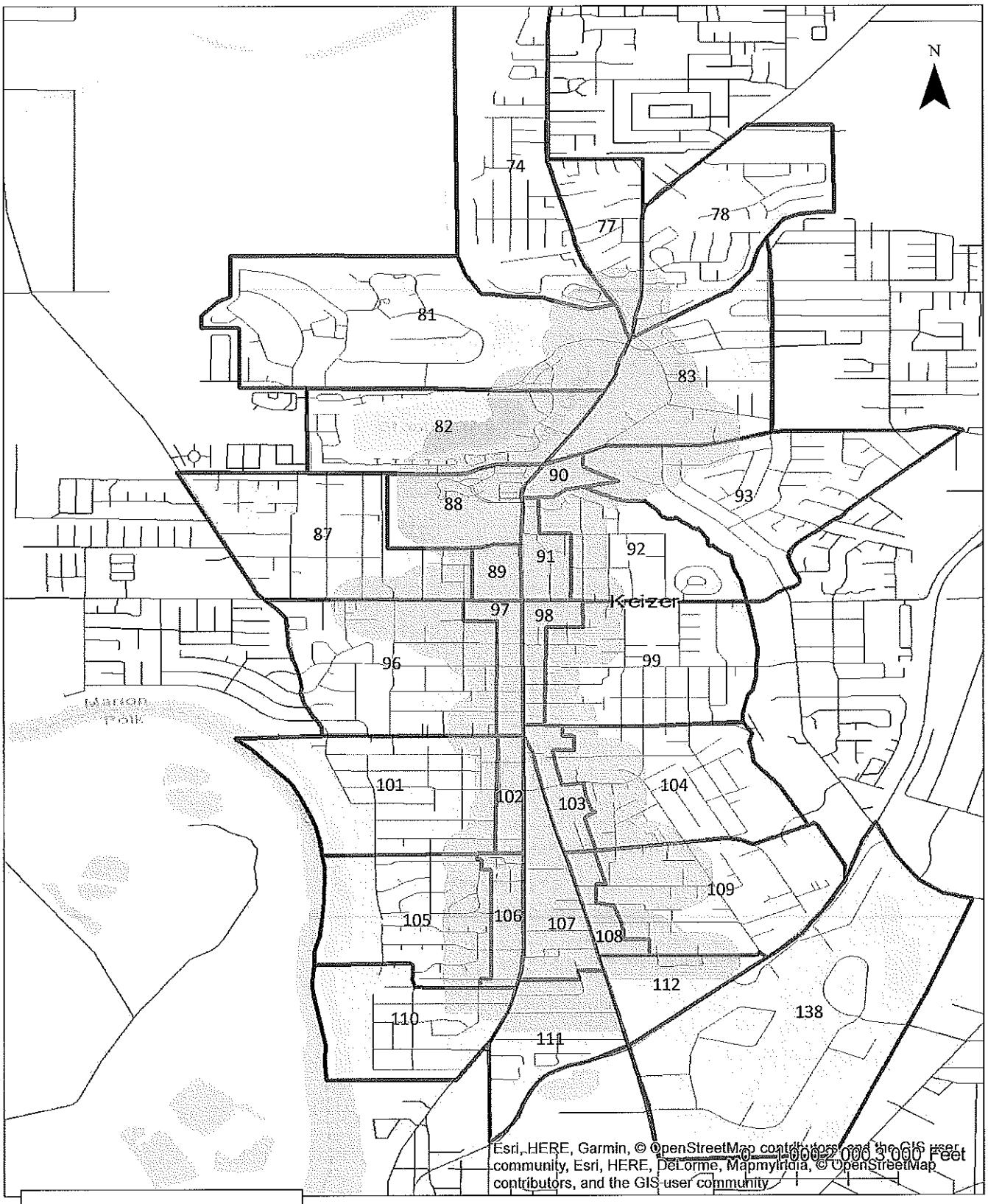
A travel demand forecasting model run was requested for the proposed scenario through the MWVCOG. The proposed scenario assumed increases to household and employment based on the higher density up-zoning described as part of the Plan. In order to accommodate increases in projected household types, higher densities of multifamily units were assumed[1]. 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[2]	N/A[2]	N/A[2]
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[2]	N/A[2]	N/A[2]
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[2]	N/A[2]	N/A[2]
112	130	138	8	350	753	403
138	21	21	0	N/A[2]	N/A[2]	N/A[2]

[1] Increases in households assumed an 85/15 split of multifamily/single-family dwellings, respectively.

[2] Employment less than 25 has been redacted per Oregon Employment Department (OED) agreement.



TAZs

Study Area Boundary

Study Area TAZs
Keizer, Oregon

Figure
1

H:\21\21418 - Keizer Revitalization Area Planning\Task 5\Study Area TAZs.mxd - ngross - 1:42 PM 5/6/2019

KITTELSON & ASSOCIATES

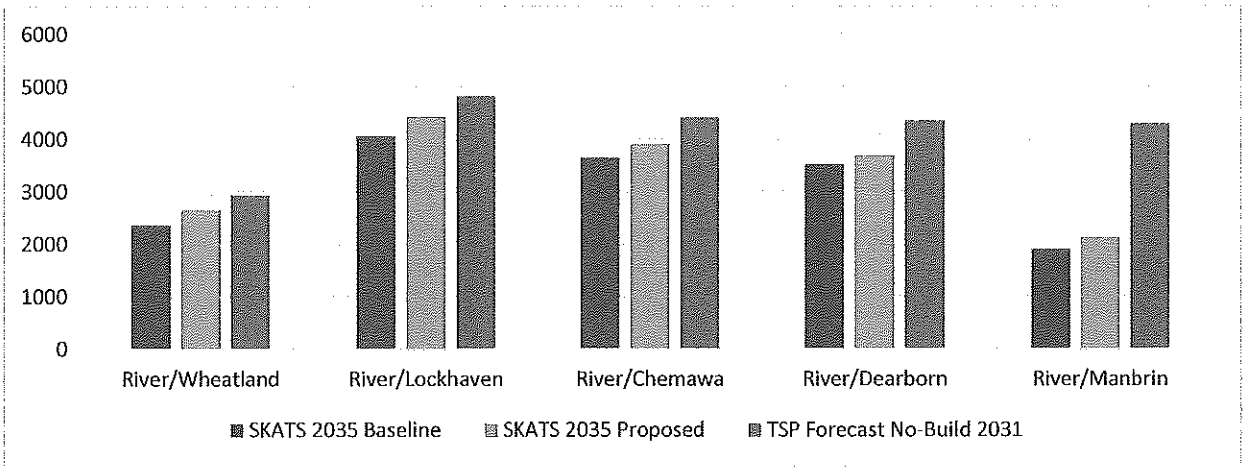
Coordinate System: GCS WGS 1984
Data Source: Delete if there isn't one.

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[3].

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.

[3] 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[4]. 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.

[4] 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

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MEMORANDUM

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

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

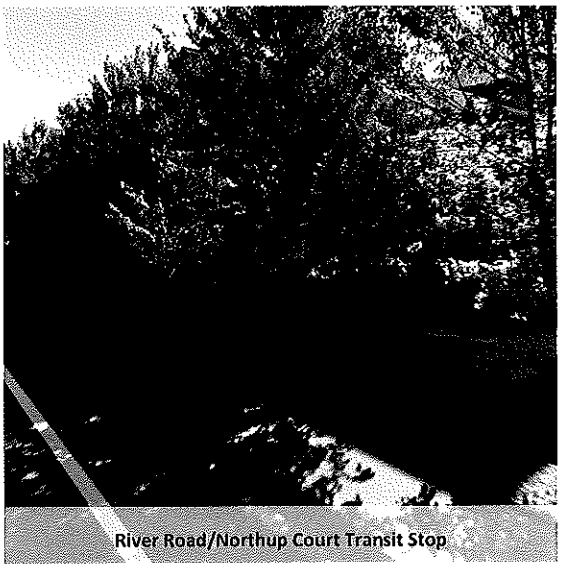
Within Segment 1, River Road has a curb-to-curb cross section width of approximately 70-feet consisting of four 12-foot travel lanes and a 12-foot two-way center turn lane. Continuous five-foot bike lanes are provided on both sides of the roadway and are positioned on the inside of the right-turn lanes 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/Lockhaven Drive*
- *River Road/Claggett Street (western intersection corners)*
- *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


River Road/Northup Court Transit Stop

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[1]. The following pedestrian ramps appear to meet ADA compliance[2]:

- *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

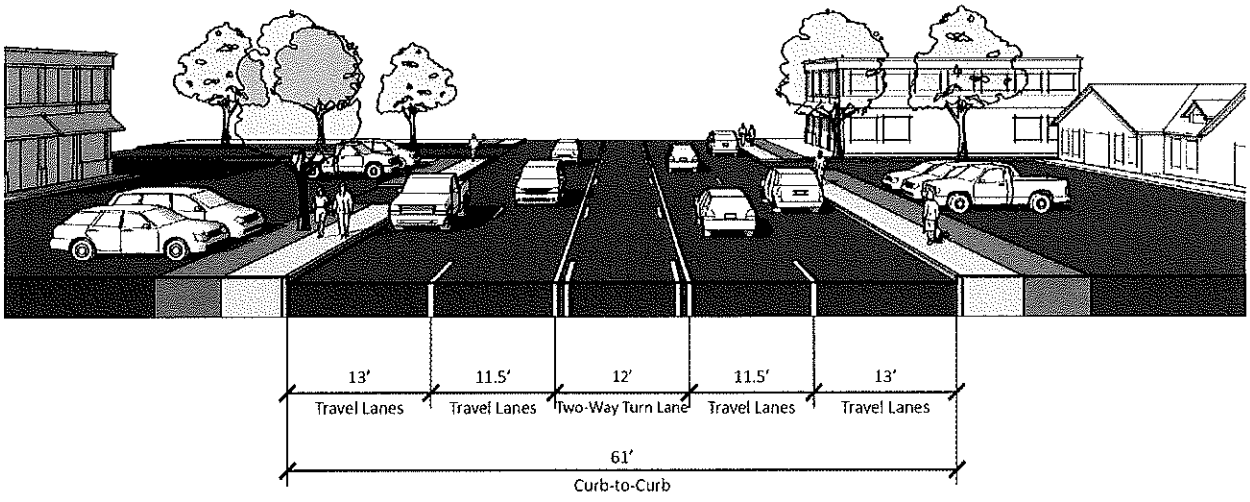
[1] An inspection should be conducted following the methodologies developed by ODOT to determine the functional condition of the existing pedestrian ramps.

[2] 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)

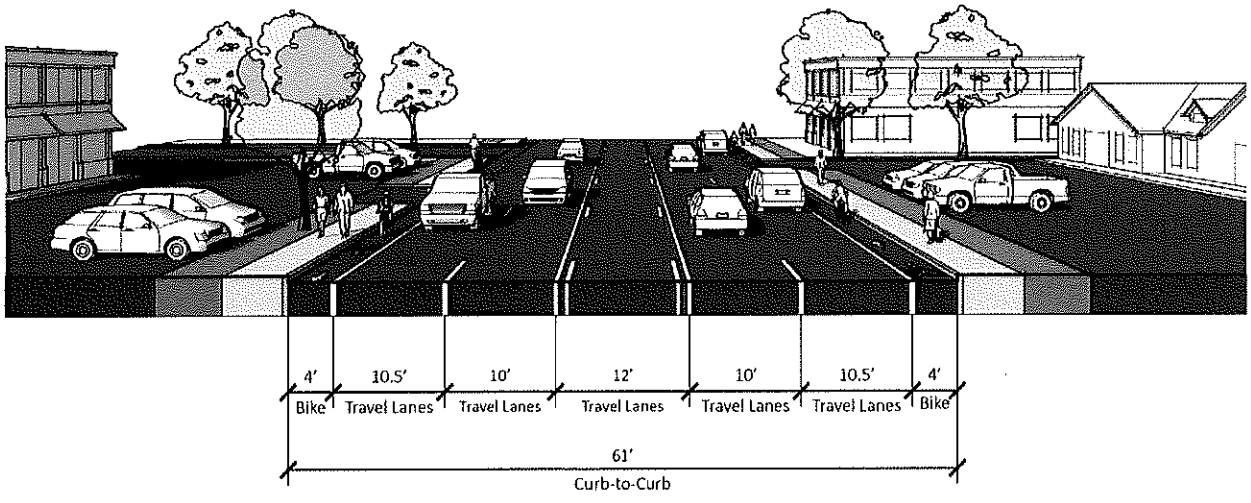


Exhibit 2 illustrates an alternative which provides on street bicycle lanes without moving the curb(s). This alternative requires the outside travel lanes to be reduced from 13-feet to approximately 10.5-feet and the inside travel lanes from 11.5 feet to approximately 10-feet while maintaining a 12-foot 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)

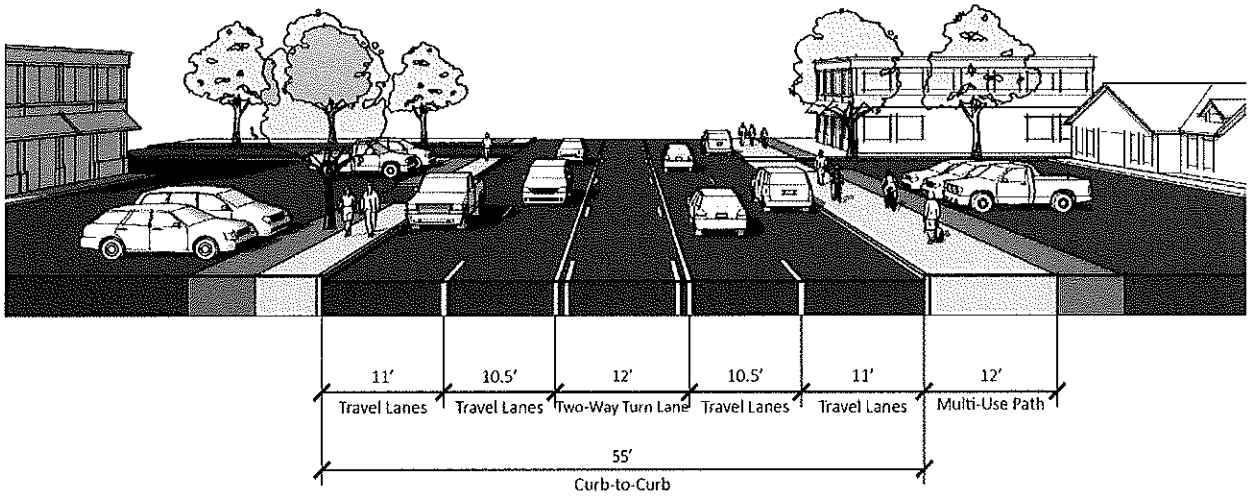


Exhibit 3 illustrates an alternative that provides a physically separated multi-use path on the east side of the River Road. This alternative requires the outside vehicular lanes to be reduced from 13-feet to approximately 11-feet and the inside travel lanes from 11.5-feet to approximately 10.5-feet ; 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

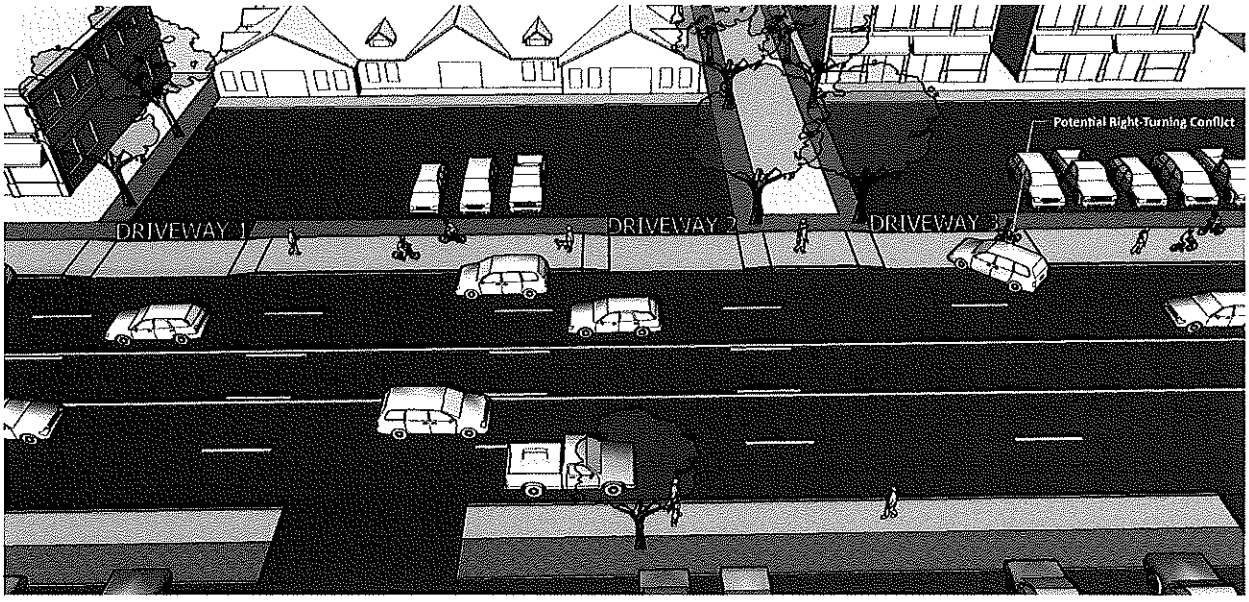
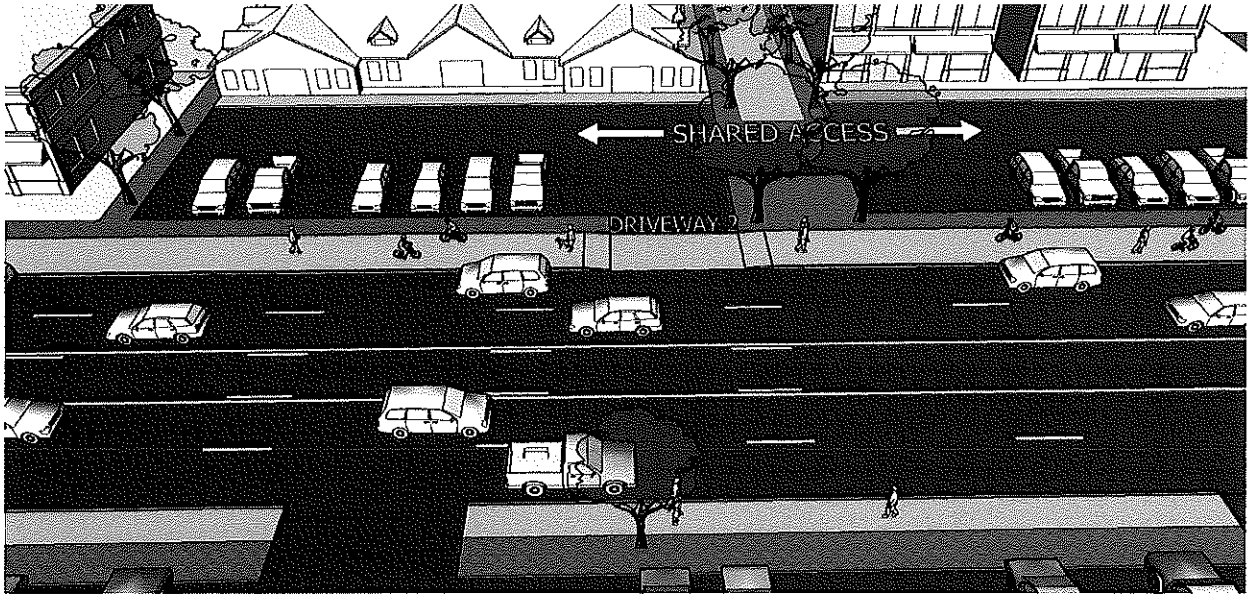


Exhibit 5: Driveway Consolidation and Shared Access



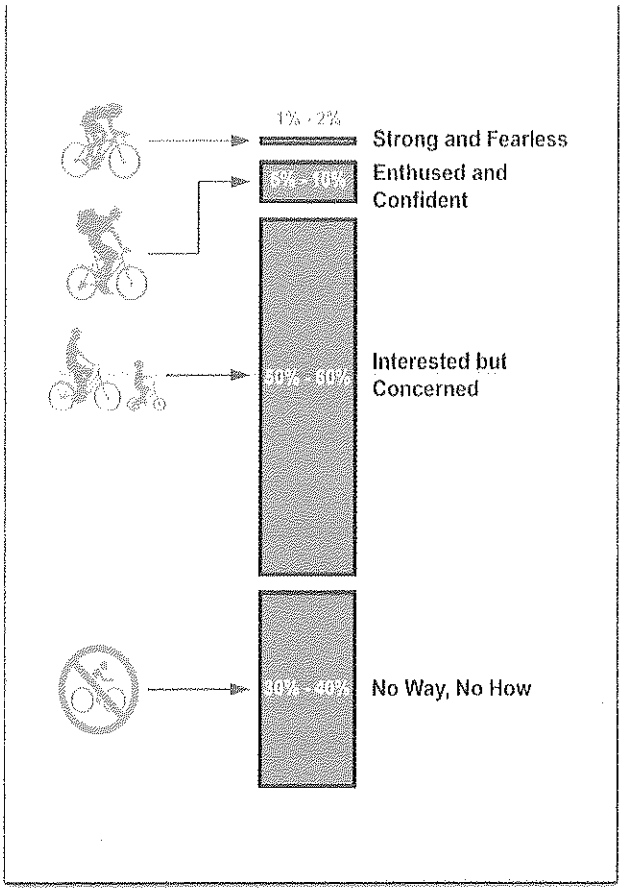
Driveway consolidation and shared access management are strategies that may be implemented in the near-term but are likely to occur over time through redevelopment. Given the near for near-term bicycle accommodations along River Road and the curb-to-curb cross section constraints, the following section 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 "Enthused 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.

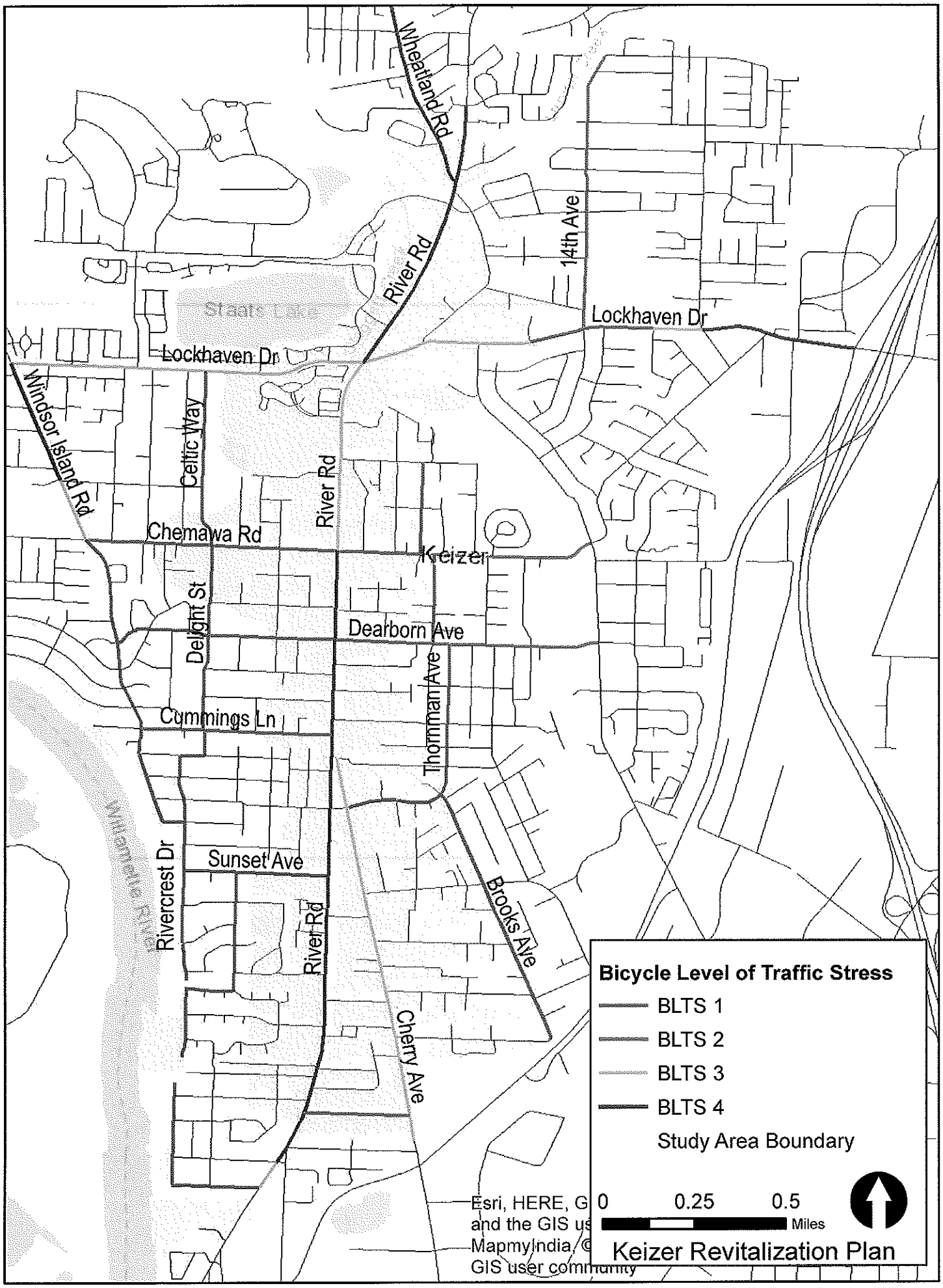

Wheatland Rd
River Rd
14th Ave
Lockhaven Dr
Lockhaven Dr
Windsor Island Rd
Celtic Way
River Rd
Chemawa Rd
Keizer
Delight St
Dearborn Ave
Thornman Ave
Cummings Ln
Willamette River
Rivercrest Dr
Sunset Ave
River Rd
Brooks Ave
Cherry Ave
Bicycle Level of Traffic Stress
BLTS 1
BLTS 2
BLTS 3
BLTS 4
Study Area Boundary
0
0.25
0.5
Miles
Keizer Revitalization Plan
Esri, HERE, G
and the GIS us
MapmyIndia, ©
GIS user community

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Table 2: BLTS Analysis Results

Street	From	To	Side	Facility Type	Speed (MPH)	LTS Criteria: Lanes per Direction	LTS Criteria: Bike Lane Width (feet)	LTS Criteria: Parking	LTS Criteria: Frequent Blockage	Bicycle LTS
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[1]	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[1]	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[2]	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[1]	40	1	N/A	Yes	No	4
Oneil Road	Clear Lake Road	River Road	Both	Mixed Traffic[1]	20	1	N/A	Yes	No	1
Bair Road	Broken Top Avenue	Oneil Road	Both	Mixed Traffic[1]	20	1	N/A	Yes	No	1

Park Meadow Drive	Wheatland Road	River Road	Both	Mixed Traffic[1]	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[1]	25	1	N/A	Yes	No	1
Rivercrest Drive	Menlo Drive	Wayne Drive	Both	Mixed Traffic[1]	25	1	N/A	Yes	No	1
	Wayne Drive	Southern City Limits	Both	Mixed Traffic[1]	25	1	N/A	Yes	No	1
Adjacent On-Street Bike Route Alternatives Identified in 2014 TSP										
14th Avenue	Rock Ledge Drive	Harmony Drive	Both	Mixed Traffic[1]	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[1]	25	1	N/A	Yes	No	1
	Chemawa Road	Cummings Lane	Both	Mixed Traffic[1]	25	1	N/A	Yes	No	1
Sunset Avenue	Rivercrest Drive	River Road	Both	Mixed Traffic[1]	25	1	N/A	Yes	No	1
5th Avenue	Sunset Avenue	Fall Creek Drive	Both	Mixed Traffic[1]	25	1	N/A	Yes	No	1
Fall Creek Drive	Rivercrest Drive	5th Avenue	Both	Mixed Traffic[1]	25	1	N/A	Yes	No	1
Thorman Avenue	Dearborn Avenue	Brooks Avenue	Both	Mixed Traffic[1]	25	1	N/A	Yes	No	1
Manbrin Drive	Cherry Avenue	Brooks Avenue	Both	Mixed Traffic[1]	25	1	N/A	Yes	No	1
Brooks Avenue	Thorman Avenue	Candlewood Drive	Both	Mixed Traffic[1]	25	1	N/A	Yes	No	1
Delight Street	Chemawa Road	Menlo Drive	Both	Mixed Traffic[1]	25	1	N/A	Yes	No	1
Menlo Drive	Delight Street	Rivercrest Drive	Both	Mixed Traffic[1]	25	1	N/A	Yes	No	1
Bailey Road	Dearborn Avenue	Chemawa Road	Both	Mixed Traffic[1]	25	1	N/A	Yes	No	1
8th Avenue	Chemawa Road	Claggett Street	Both	Mixed Traffic[1]	25	1	N/A	Yes	No	1

[1] Unmarked Centerline
[2] School Zone: Posted Speed Limit is 20 mph
Shaded cells segments that do not meet the LTS 2 target.

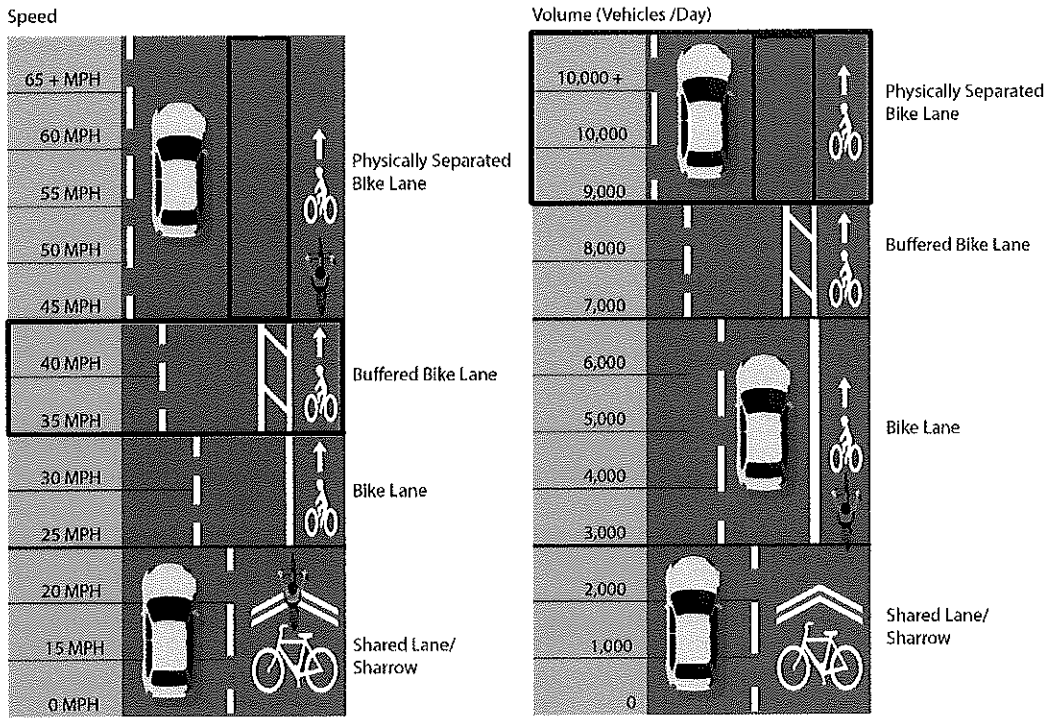
River Road Low Stress Alternatives

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 ≥ 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 ≥ 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

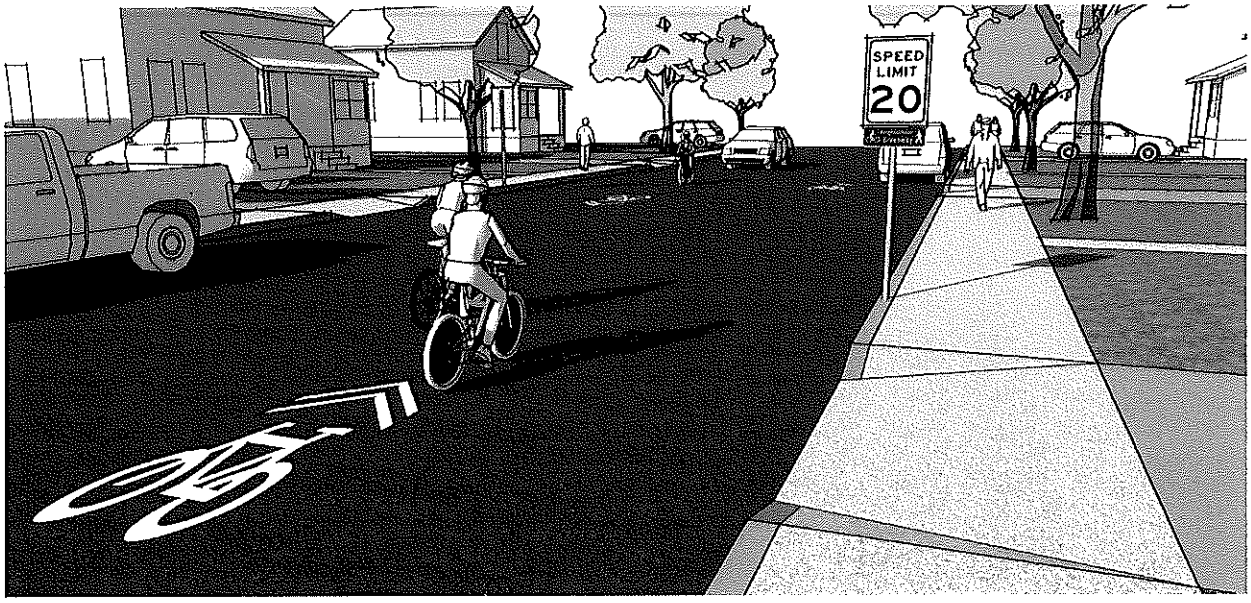
An opportunity exists to provide a parallel low stress bicycle route via Brooks Avenue, Thorman Avenue, Lawless Street, Clark Avenue, and Bailey Road. This parallel route is less direct in comparison to the parallel route west of River Road and requires two-stage turning maneuvers at Dearborn Avenue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

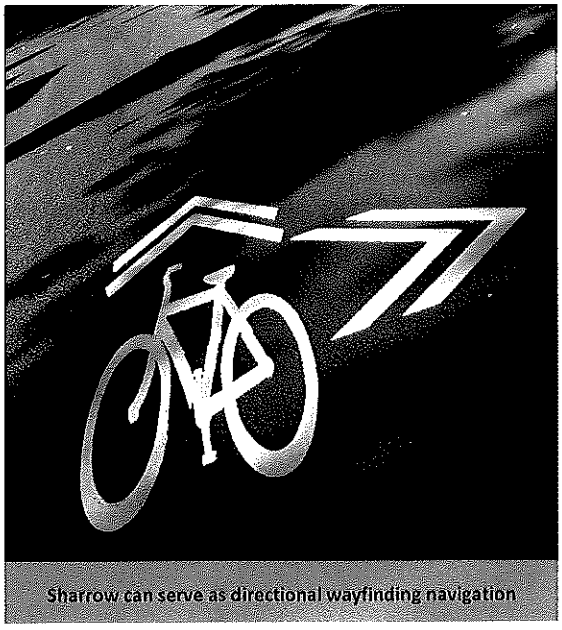
Neighborhood greenways are residential streets designed to prioritize the movement of people walking and biking by taking advantage of the low speed and low volume vehicular traffic. Typical best practice for neighborhood greenways is a posted speed limit of 20 miles per hour (mph) or less, with an average 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

City's 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 implanted 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 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.

808 SW Third Avenue, Suite 300 Portland, OR 97204 ▪ Phone (503)287-6825 Fax (503)415-2304 **otak.com**

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 ▪ *JM: Too much low-quality, degrades the identity; can be affordable but nice*
Townhouses	Too little 1; just right 0; too much 0 *There are some townhouses in inland shores; mcnary estates*
Gathering Places	Too little 3; just right 2 ▪ *GC Sr: Too many coffee shops* ▪ *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* ▪ *LZ: important to talk to regular residents, not just people with an interest* ▪ *LW: not a lot of current vacancies along River Rd;* ▪ *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* ▪ 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
Aesthetic appeal	▪ *LZ: 5/10* ▪ *LW: Higher than that; Keizer's sign ordinance is very strict* ▪ *JM: gotten into trouble for signs several times*

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 ▪ *J: not enough grocery stores*
Professional services	Just right: 3
Office buildings	Not enough: 2 Too much: 1
Apartments	Just right: 2 ▪ *J: Need apartments but in different areas in town*

Townhouses	Not enough: 3
Gathering Places	Not enough: 4 Outdoor eating areas would be really nice
Aesthetic appeal	Not enough: 3 *J: Cherry and River in the southern section look rundown;* *N: Northern end could be a parkway, sidewalks are old; too many pot shops*

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 *Most of the shopping on River is food*
Professional services	Too little: 1 (medical) Just right: 3
Office buildings	*Want to know the analysis*

Apartments	▪ *H: there's a lot more than you think* ▪ *D: the more people you have, the more traffic* ▪ *Supportive of mixed use development, not just apartments* ▪ *All comes back to the transportation*
Townhouses	
Gathering Places	▪ *H: Porters Pub was a gathering place for years, this is where ppl went after football games, many Keizer problems were solved* ▪ *D: don't think it fits River Rd; people go to the park* ▪ *H: have a focal pt, but it's not a gathering place* ▪ *K: had some of the first mixed uses in Keizer, like businesses in front, parking in back*
Aesthetic appeal	▪ *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;* ▪ *D: bldg. with old skating rink should be redeveloped; quality of structures is different north to south* ▪ *K: someone would need to assemble properties to redevelop*

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	*Depends on the service; light on medical; constantly improving, generally a good balance*
Office buildings	Too little: 2 *Had trouble finding space for my business*
Apartments	▪ *R: apartments should be further back, businesses in front* ▪ *Cow pasture redevelopment—there will be plenty after that happens*
Townhouses	*Better if they're off the main road*
Gathering Places	Too little: 3 ▪ *K: when Starbucks moved, lost a gathering place*
Aesthetic appeal	*R: Cherry Ave on the right track; older homes will become too valuable and will redevelop* *K: looks pretty nice as long as people keep up their properties; don't want*

	excessive signage; signage has been fine up to this point *J: reluctant to criticize too much; these are people's livelihoods*

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 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.).

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 45th 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:

- 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 land with much traffic "weaving" and safety issues. Identify specific locations in plan for bus pull out. Not general policy or Transit District; will sand bag 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
A Thriving, Diverse Corridor			
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		
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.	5		
Public improvements and private development that create an attractive, distinctive identity for the area.	2		
Excellent Transportation and Public Facilities			
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

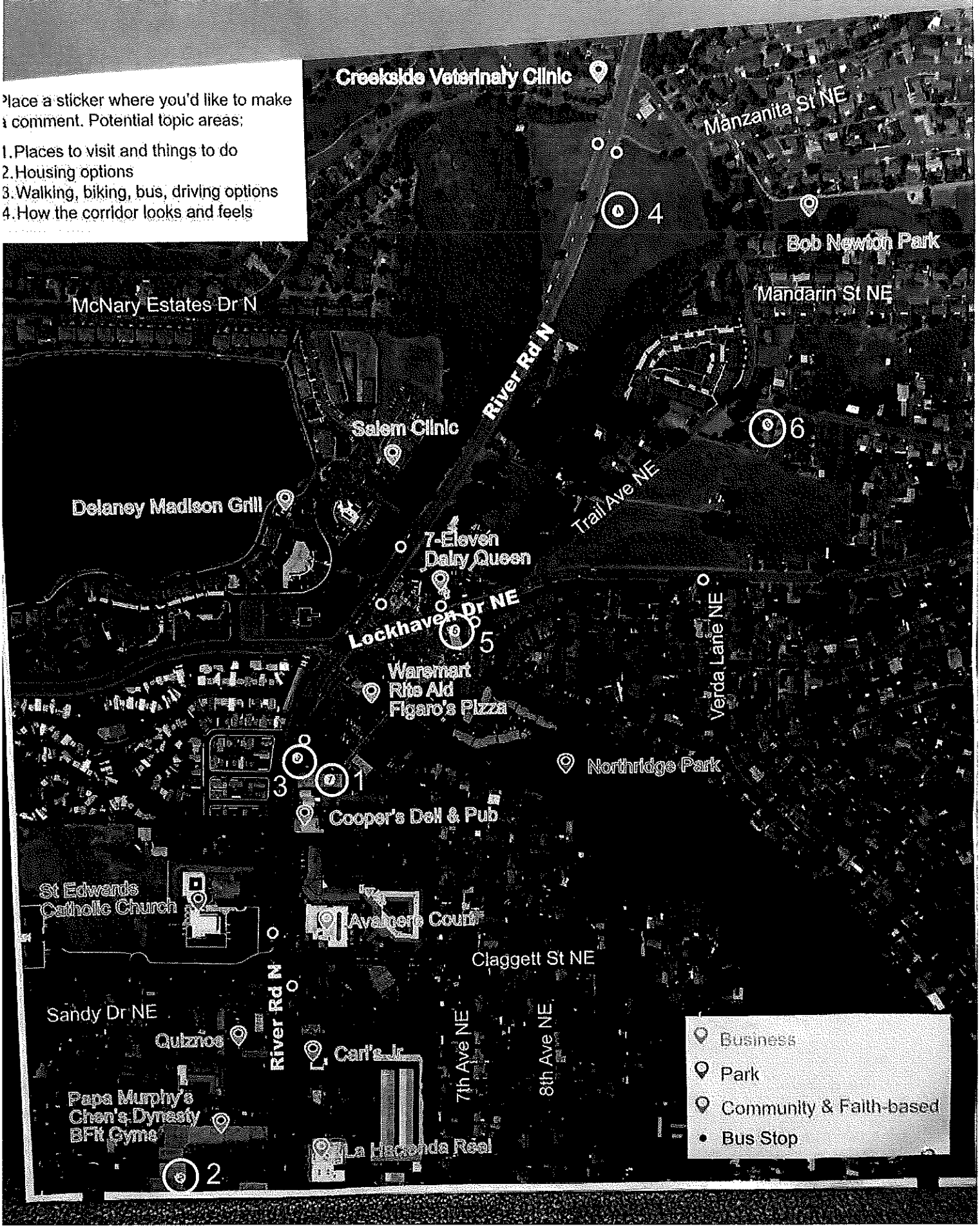


Chart | Tableau à feuilles mobiles | Rotafolio 1 40 0,48 m² (0,76 m x 0,63 m) Cont. 1 block de 40 hojas

COMMENTS? LOCKHAVEN

1. Redevelopment opportunity (vacant for 7-8 yrs) } mixed use
2. Redev opportunity
   - facing Chemawa
   - draw for young people

Cyclists want ride on River Rd - biker 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

Chemawa

Watery 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

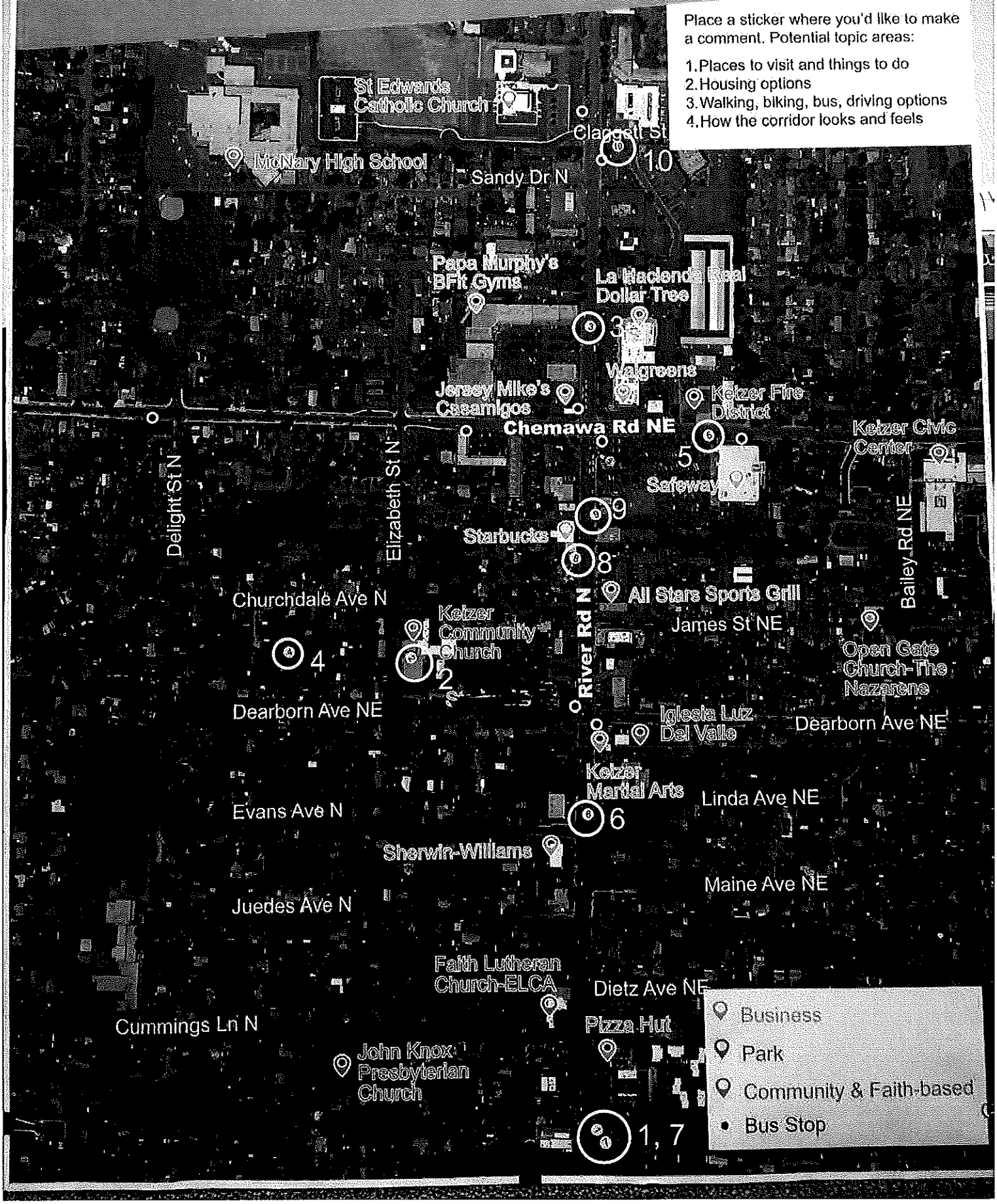
- OUTREACH w/ local Law Enforcement
- Gathering place / Farmer's market
- Don't feel comfortable in south end of Keizer
- Community events - getting to know community members

- 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 dept
  - 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



Post-it SUPERSTICKY EASELPAD
TABLEAU À FEUILLES MOBILES SUPERCOLLANTES
SUPERADHESIVAS BLOC DE HOJAS REPOSICIONABLES
30 25 IN/PO x 30 IN/PO 63,5 cm x 76,2 cm 5,2 SQ FT/PI² (0,48 m²)

CHEMAWA

COMMENTS?

D (7) Make the christmas tree a gathering place

(2) Emergency access during Parades

(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 create 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 mak 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

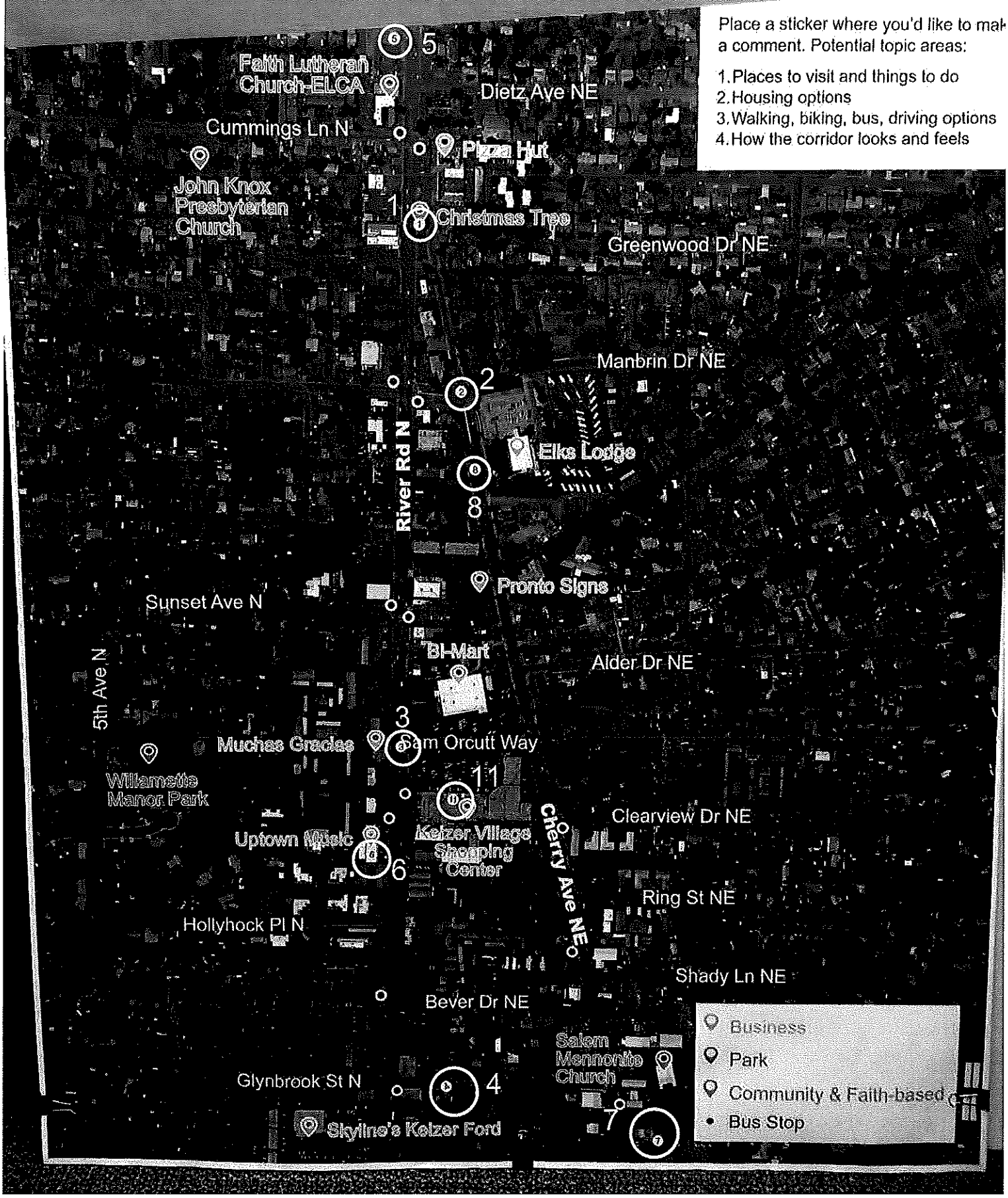


Chart | Tableau à feuilles mobiles | Rotafolio
1 40
5,2 FT²/pi² (2,5 FT/pi x 2,08 FT/pi)
0,48 m² (0,76 m x 0,63 m)
Cont. 1 block de 40 hojas

COMMENTS?

CHERRY AVE / S. RIVER RD.

SOUTH 4 BLOCKS CUT OFF MAP -

(KB) FEW BUS STOPS ON CHERRY - SERVICES CUT

CHERRY HAS MORE ROOM FOR BIKES - S. RIVER RD CONSTRAINED

(N.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 WALERY 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

(1)(2) CLOSE CHERRY FROM MANBRIN TO RIVER RD. NO THRU TRAFFIC

CHERRY / S. RIVER
#2

↑ TRAFFIC ON RIVER RD - DIFFICULT TO MAKE L TURN ONTO RIVER RD.

MORE COMMUNTER TRAFFIC?

S. RIVER RD.

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 RRFB? PED ISLAND?

LACK OF SIGNALS ON S. RIVER RD = CONSTANT FLOW

POTENTIAL LOCATION FOR YOUTH REC. CENTER

(11) POTENTIAL LOCATION FOR RETAIL OPPORTUNITY AT EXIST MU - RES OVER RETAIL OPPORTUNITY AT EXIST ONE-STORY COMMUCCIAL SITES.

CHERRY / S. RIVER
#3

(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

INDUSTRIAL SITES IN RES/COMM AREAS
(7) 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]
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 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

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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 where 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 bices 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 your 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)]

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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 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

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    - 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 site 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:

- 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?

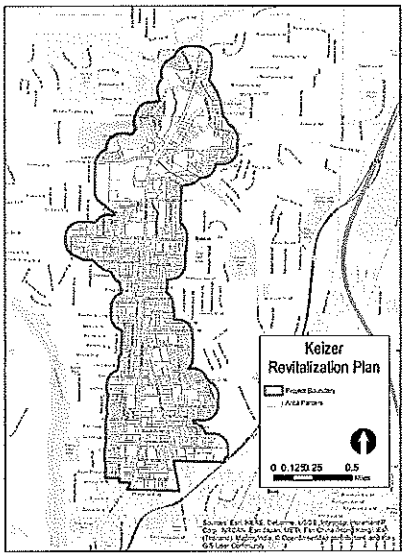
The meeting ended at 5:30 pm.

Keizer Revitalization Plan

Citizen Advisory Committee
Meeting #4
June 11, 2019

AGENDA

- Recap
- Code and Policy Recommendations
- Transportation Recommendations
- Public Investment Recommendations
- Discussion



2

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

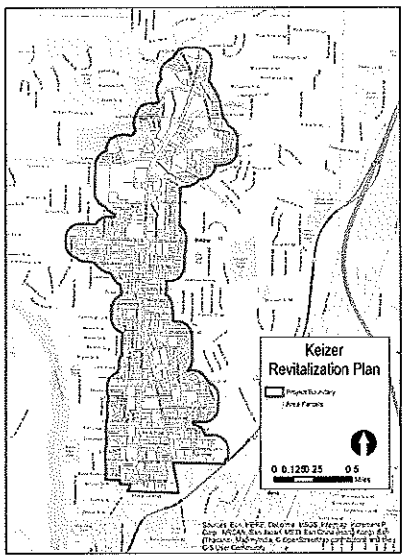
4

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*



5

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

6

PLAN RECOMMENDATIONS

- Land Use and Urban Design
  - Code and Policy Recommendations
- Transportation
  - Infrastructure Recommendations
- Public Investment
  - Infrastructure Recommendations
  - Tools

7

CODE AND POLICY RECOMMENDATIONS

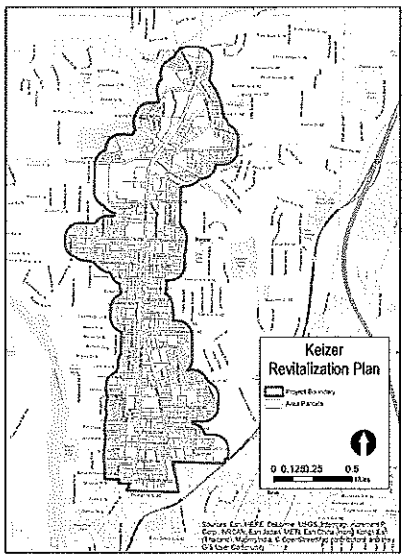
8

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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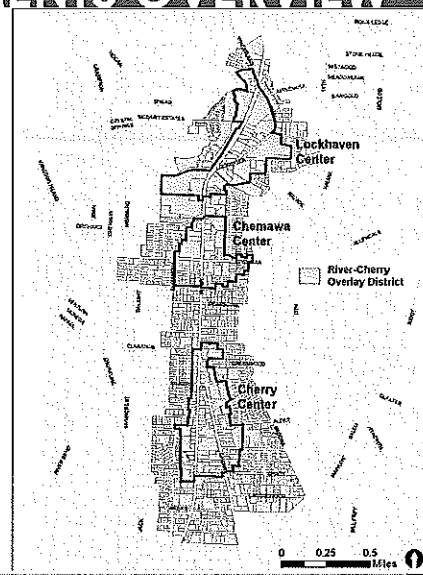
CODE & COMP PLAN AMENDMENTS OVERVIEW S2

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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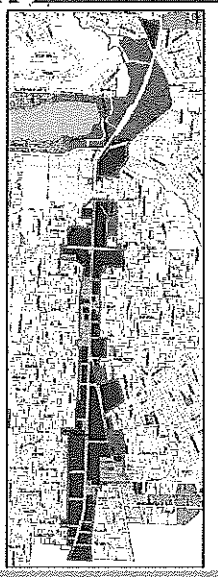
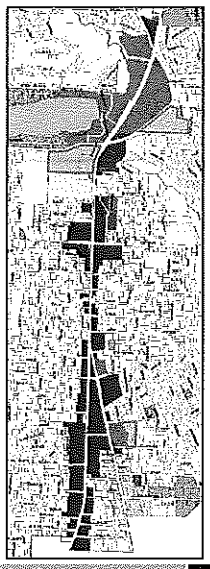
REZONING RECOMMENDATIONS

- 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

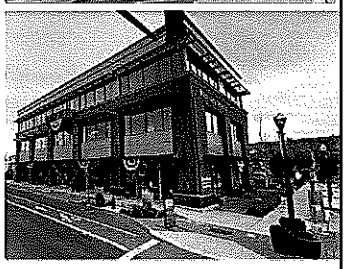
- General applicability – new construction & major renovation (25%+ of assessed value)
- Simplified use categories: S3
  - Residential
  - Commercial (10 subcategories)
  - Industrial (light manufacturing only)
  - Institutional (e.g., worship, community services)
  - Infrastructure (similar to existing categories)
- Some specific uses prohibited
- Mixed uses permitted in adjacent R zone
  - Replace housing units displaced
  - Buffering & screening

USE CATEGORY	PERMITTED P = Permitted outright S = Permitted subject to Special Use provisions C = Permitted conditionally	NOTES
Residential		
Household Living	P/S	Such as buildings with one or more dwelling units. Special Use provisions apply to shared housing facilities (Sections 2.420 and 2.XX(.05.C)), zero side yard dwelling units (Section 2.404), cottage clusters (Section 2.433), 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).
Commercial		
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 Establishment	P	
Health Care Offices	P	

12

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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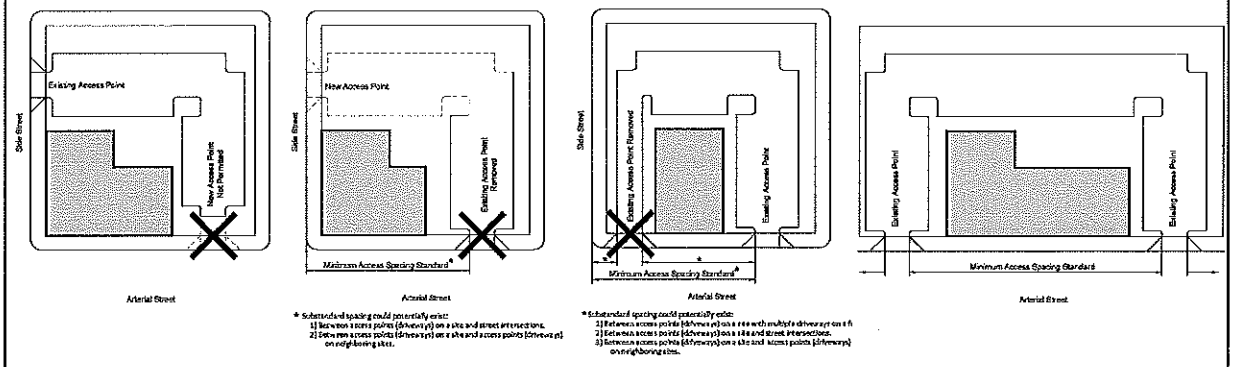
CORRIDOR-WIDE DEVELOPMENT STANDARDS

- 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 S12 MU: 12 du/ac S14	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 S10 MU: 28 du/ac	n/a
Urban/Building Design	Existing standards are limited	n/a	[see next slide]

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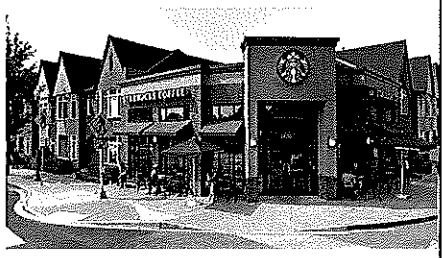
ADDITIONAL STANDARDS IN CENTERS



- Master Planning provisions for Lockhaven S9
- Additional ↓ off-street parking requirements
- 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?

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TRANSPORTATION RECOMMENDATIONS

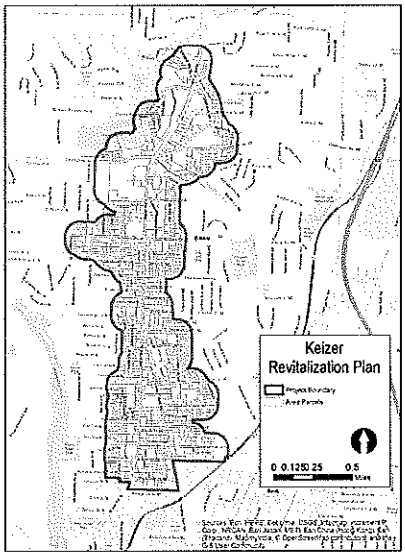
18

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*
- *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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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

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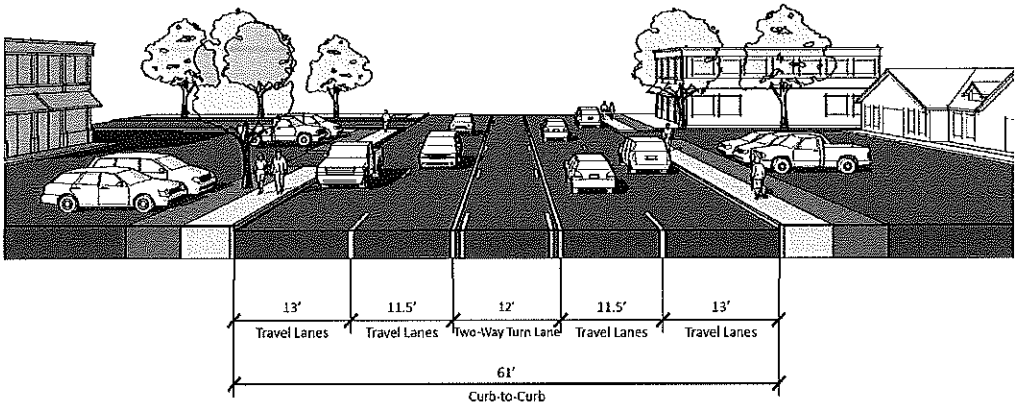
RIVER ROAD SOUTH OF CHEMAWA ROAD

Existing Cross Section



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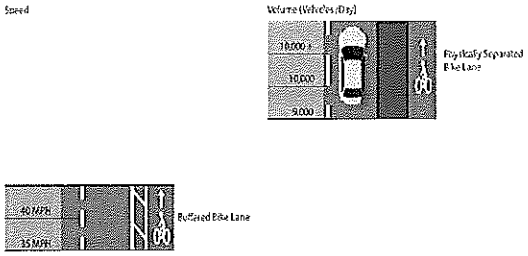
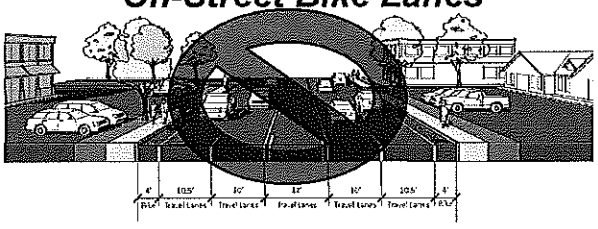
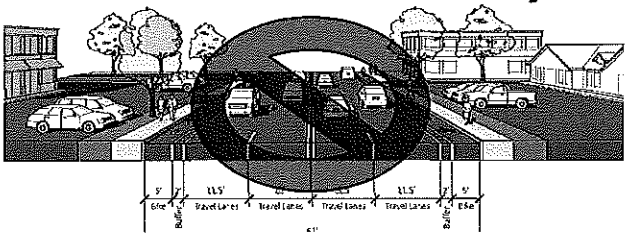
BICYCLE FACILITY SELECTION ON RIVER ROAD



On-Street Bike Lanes



Buffered Bike Lane Facility



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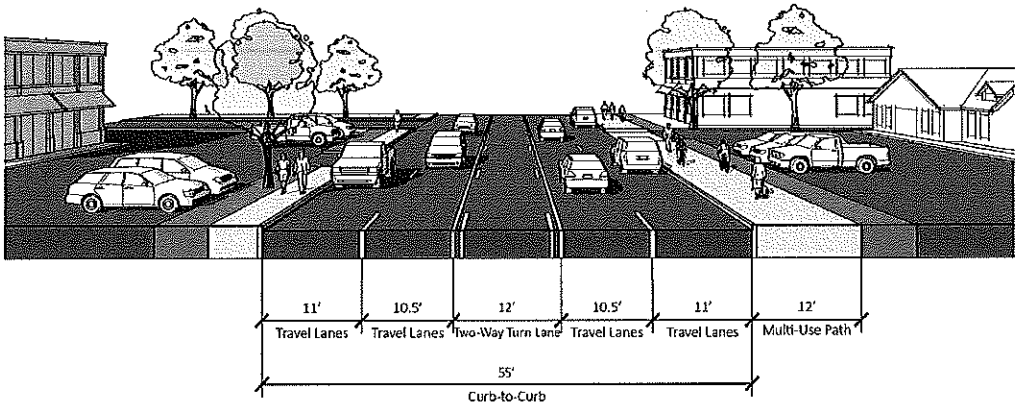
RIVER ROAD SOUTH OF CHEMAWA ROAD

Multi-Use Path (Preferred Option)



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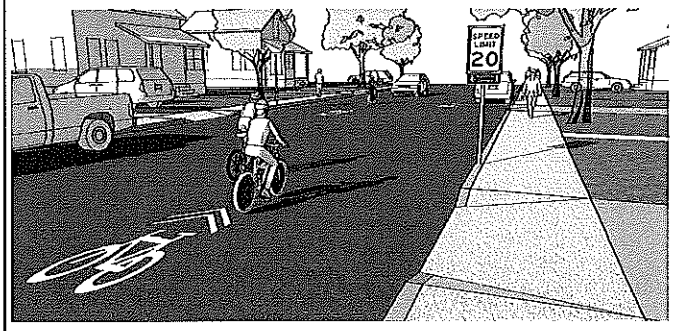
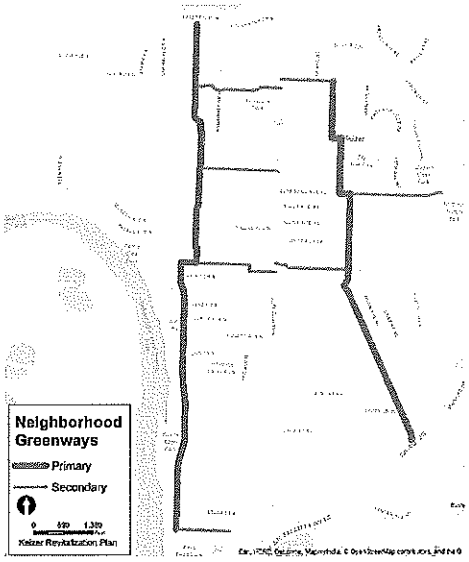
PARALLEL ROUTES TO RIVER ROAD

Shoreline Drive Neighborhood Greenway





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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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PLAN GOALS & OBJECTIVES

A Thriving, Diverse Corridor
- *Variety of living-wage jobs*
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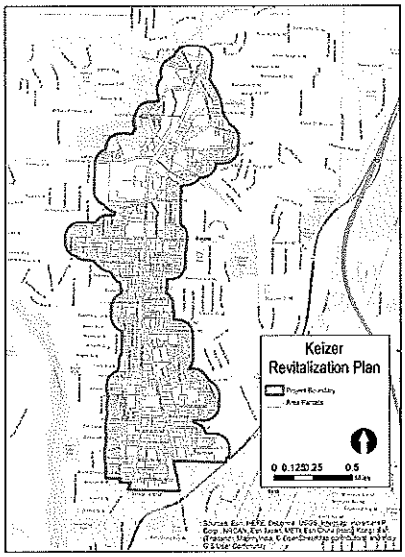

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POTENTIAL PUBLIC INVESTMENTS

- *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?
2. Some options will require City Council action and commitment of City resources.
   - 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:

- 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 is 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 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.

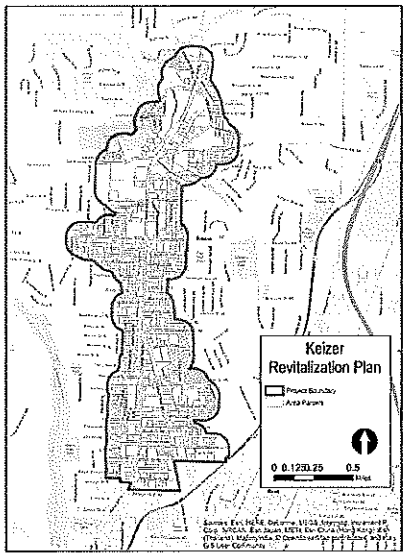
Keizer Revitalization Plan

Stakeholder Group
Meeting #3
June 20, 2019

KEIZER SINCE 1982 | KITTELSON & ASSOCIATES | APG | Otak

AGENDA

- Recap
- Code and Policy Recommendations
- Transportation Recommendations
- Public Investment Recommendations
- Discussion



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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*
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- *Support existing businesses and new businesses*
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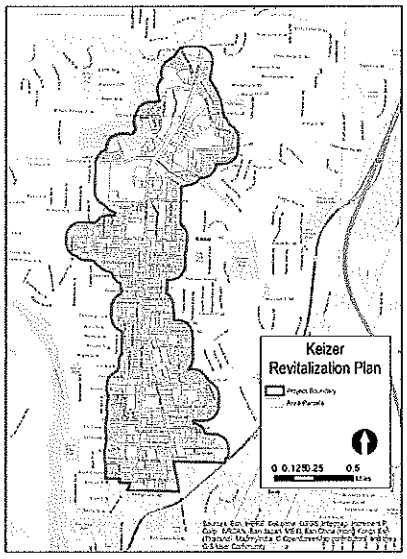

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PLAN CONTENTS

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

6

PLAN RECOMMENDATIONS

- Land Use and Urban Design
  - Code and Policy Recommendations
- Transportation
  - Infrastructure Recommendations
- Public Investment
  - Infrastructure Recommendations
  - Tools

7

CODE AND POLICY RECOMMENDATIONS

8

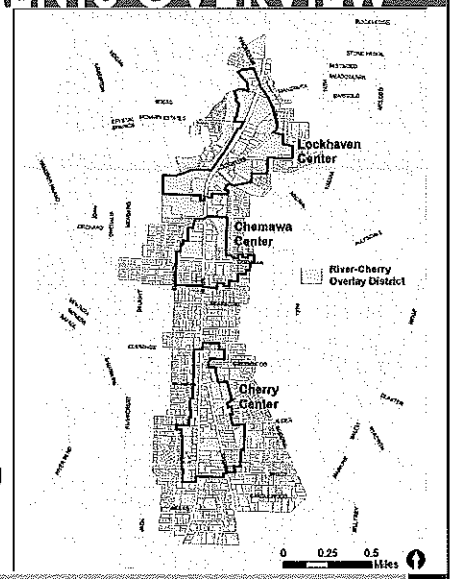
CODE & COMP PLAN AMENDMENTS OVERVIEW

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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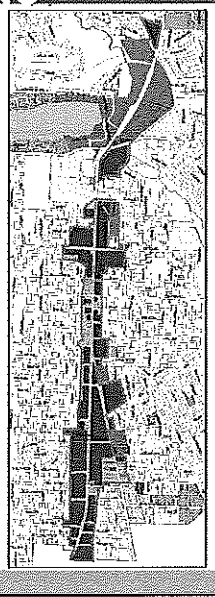
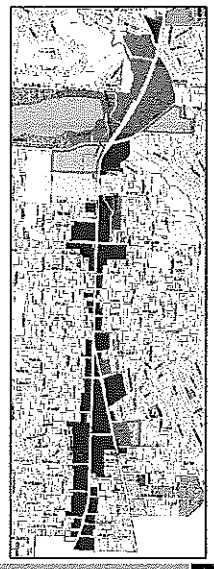
REZONING RECOMMENDATIONS

- **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 P = Permitted outright S = Permitted subject to Special Use provisions C = Permitted conditionally	NOTES
Residential		
Household Living	P/S	Such as buildings with one or more dwelling units. Special Use provisions apply to shared housing facilities (Sections 2.439 and 2.XXX.03.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 2.411).
Commercial		
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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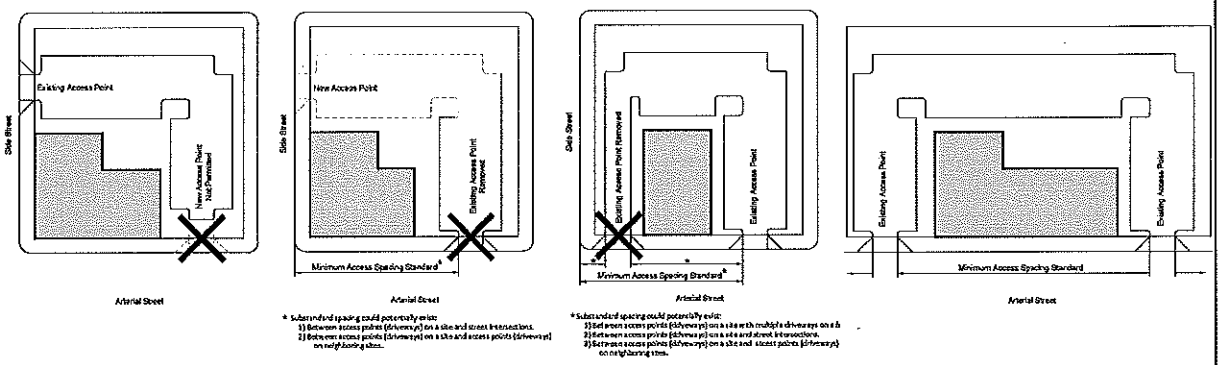
CORRIDOR-WIDE DEVELOPMENT REQUIREMENTS

- Access standards
  - For specific change of use cases
  - Closing access points w/ substandard spacing &/or issues id'ed in traffic analysis



* 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.

* Substandard spacing could potentially exist:
1) Between access points (driveways) on a site with multiple driveways on a
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.

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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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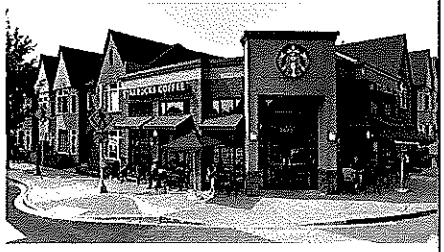
ADDITIONAL REQUIREMENTS IN CENTERS



- Master Planning provisions for Lockhaven S9
- 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?

1. *Corridor-wide uses:* Are proposed rezoning & modified residential requirements consistent w/ the Plan's objectives?
2. *Corridor-wide development requirements*
   A. Are reduced requirements (e.g., landscaping, parking for some uses) consistent w/ the Plan's objectives?
   B. Do expanded requirements (e.g., landscaping quality) reflect the Plan's objectives?
3. *Centers:* Are proposed development/design requirements consistent w/ the Plan's objectives?

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TRANSPORTATION 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*
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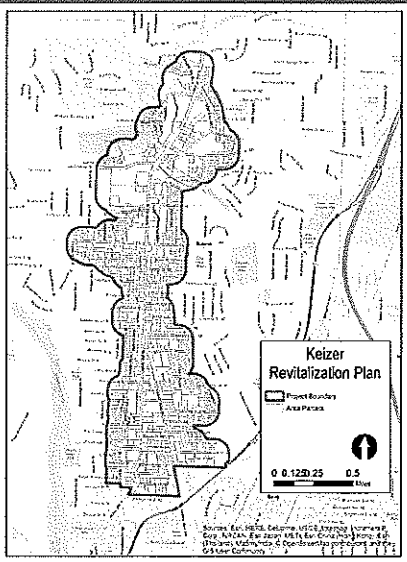
- *Transit access focused at development centers*
- *Friendlier and safer routes for walking and rolling*



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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

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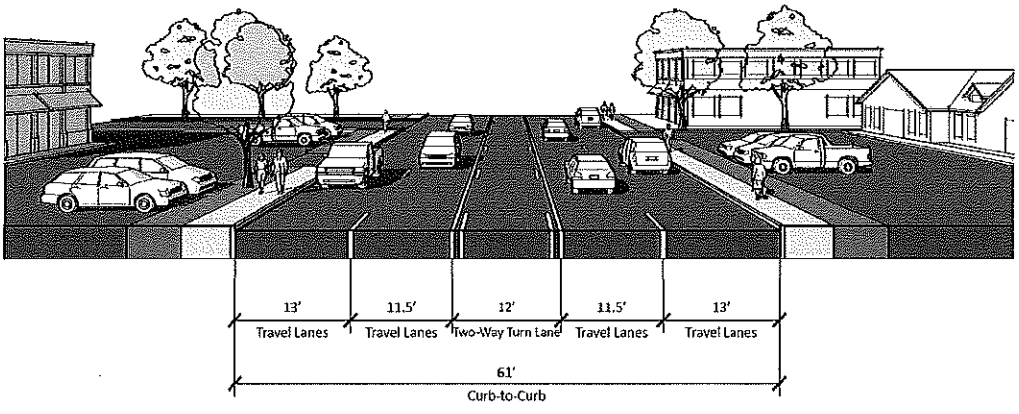
RIVER ROAD SOUTH OF CHEMAWA ROAD

Existing Cross Section



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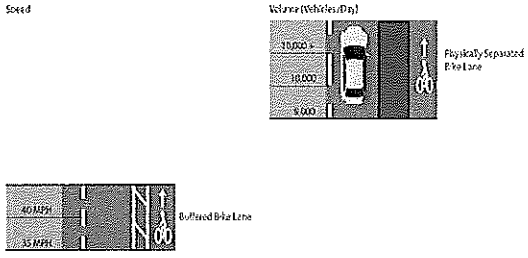
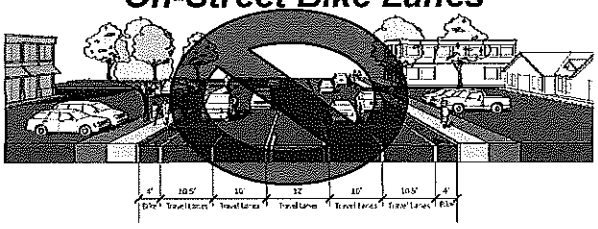
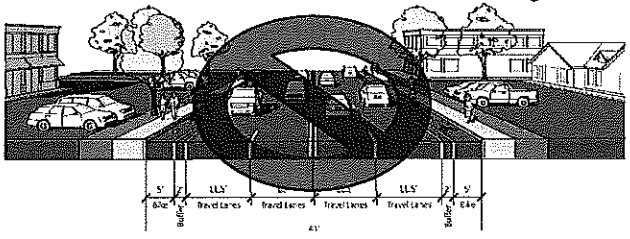
BICYCLE FACILITY SELECTION ON RIVER ROAD



On-Street Bike Lanes



Buffered Bike Lane Facility



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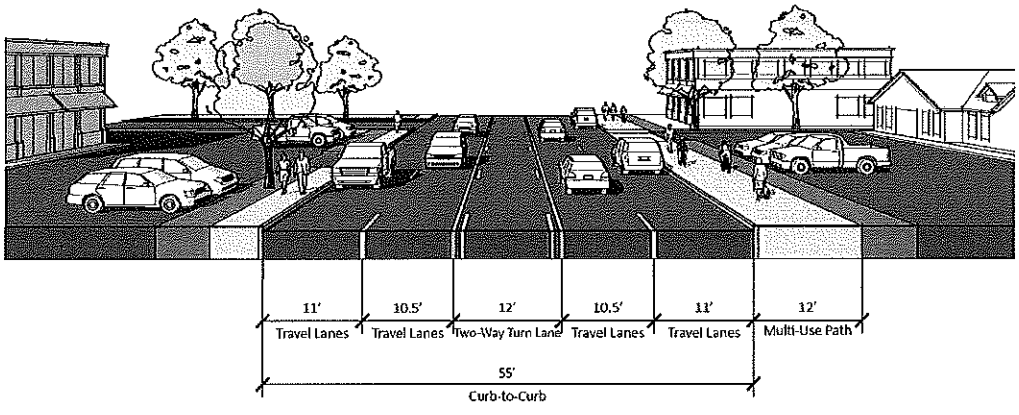
RIVER ROAD SOUTH OF CHEMAWA ROAD

Multi-Use Path (Preferred Option)



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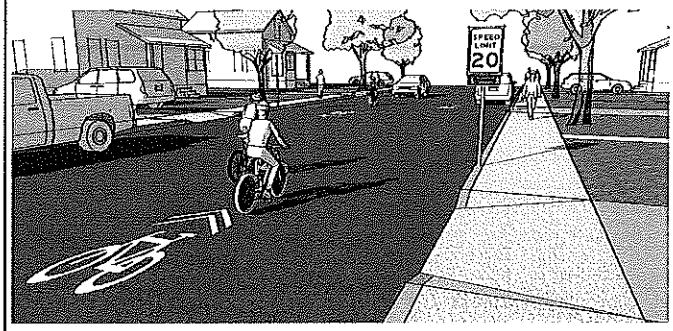
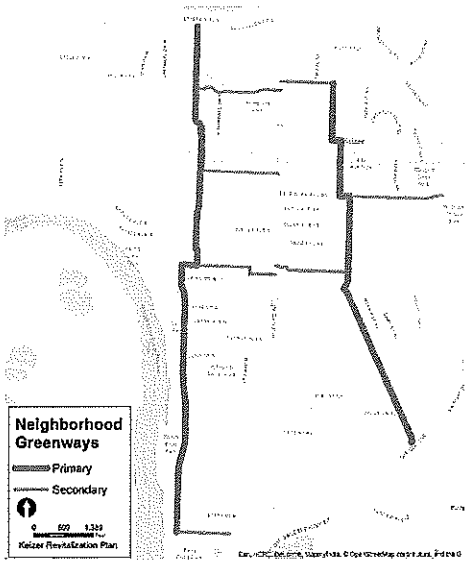
PARALLEL ROUTES TO RIVER ROAD

Shoreline Drive Neighborhood Greenway





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QUESTIONS

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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PLAN GOALS & OBJECTIVES

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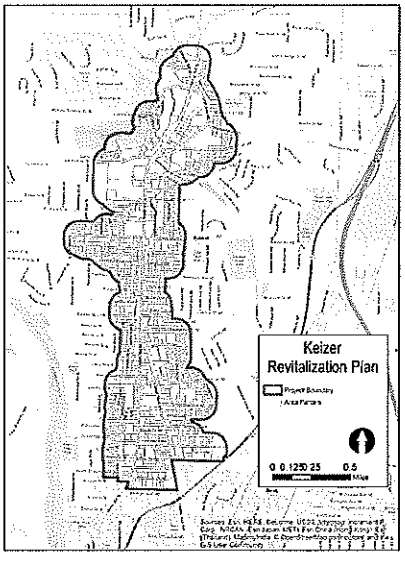

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POTENTIAL PUBLIC INVESTMENTS

- *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

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?

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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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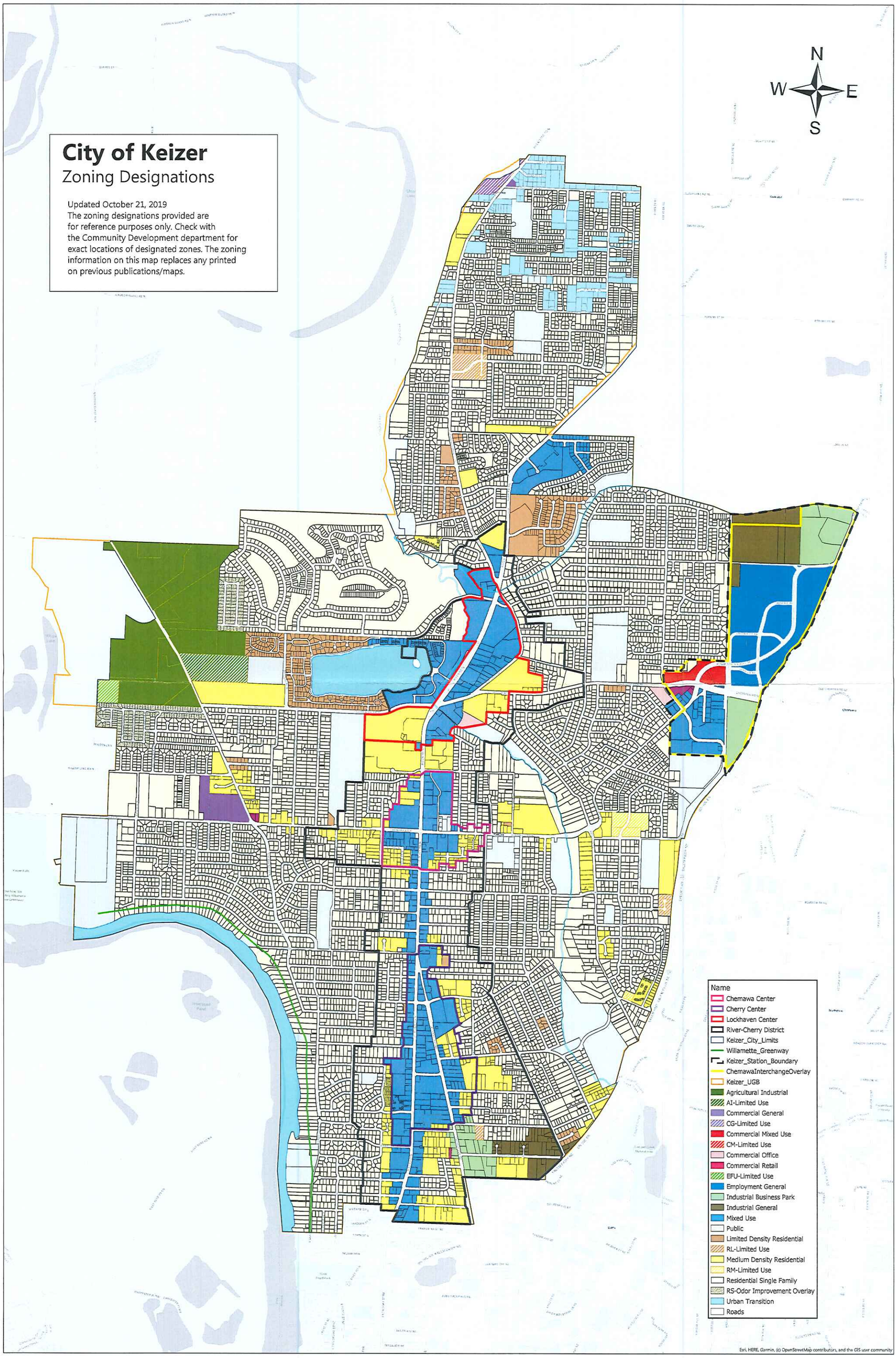
Keizer Revitalization Plan

Stakeholder Group
Meeting #3
June 20, 2019

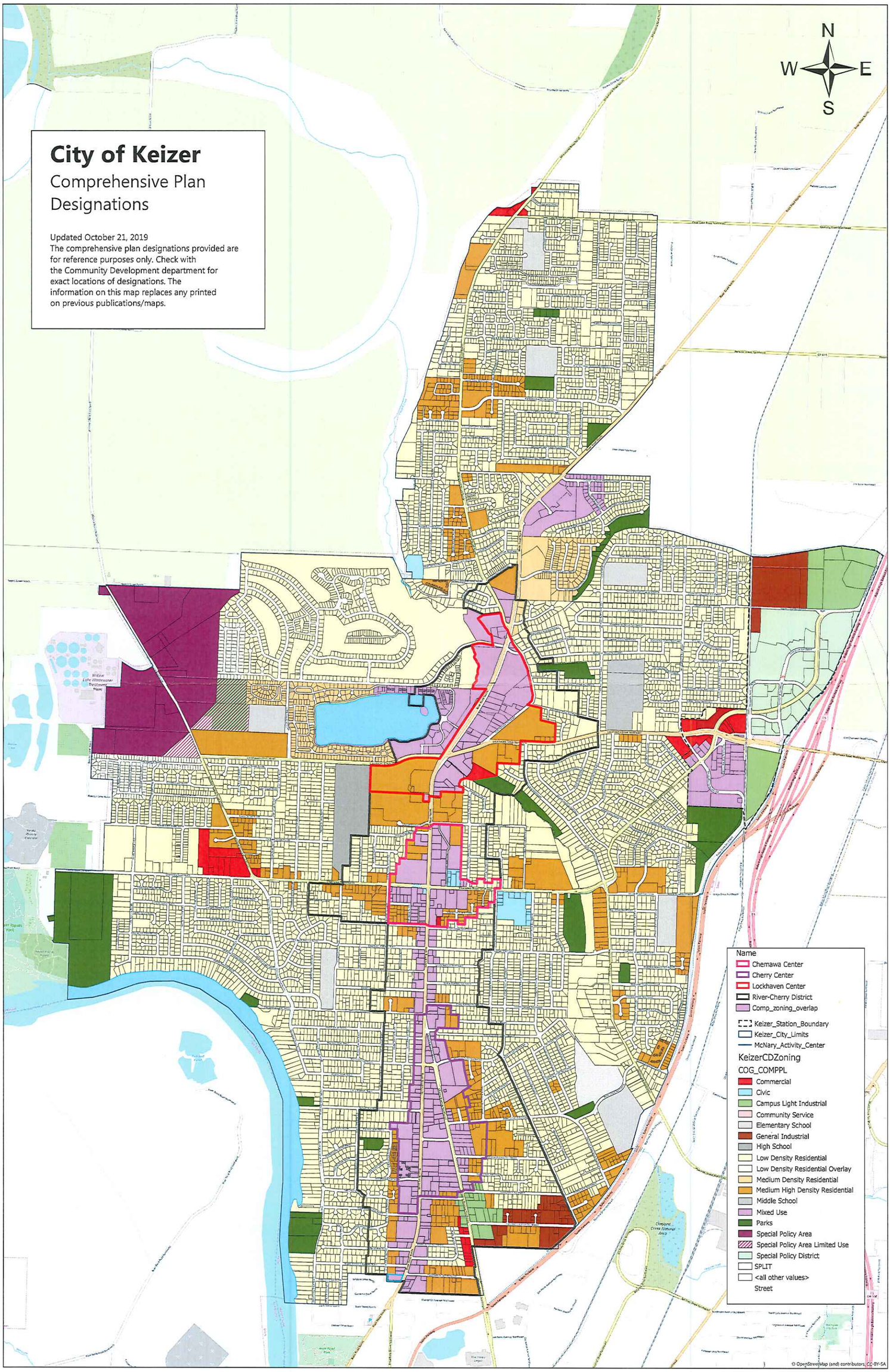
City of Keizer

Zoning Designations

Updated October 21, 2019
The zoning designations provided are for reference purposes only. Check with the Community Development department for exact locations of designated zones. The zoning information on this map replaces any printed on previous publications/maps.



Esri, HERE, Garmin, (c) OpenStreetMap contributors, and the GIS user community


City of Keizer
Comprehensive Plan Designations
Updated October 21, 2019
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N
W
E
S
Name
Chemawa Center
Cherry Center
Lockhaven Center
River-Cherry District
Comp_zoning_overlap
Keizer_Station_Boundary
Keizer_City_Limits
McNary_Activity_Center
KeizerCDZoning
COG_COMPPL
Commercial
Civic
Campus Light Industrial
Community Service
Elementary School
General Industrial
High School
Low Density Residential
Low Density Residential Overlay
Medium Density Residential
Medium High Density Residential
Middle School
Mixed Use
Parks
Special Policy Area
Special Policy Area Limited Use
Special Policy District
SPLIT
<all other values>
Street
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