

# Keizer Revitalization Plan

## Memorandum #2: Existing Conditions

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## Executive Summary

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

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

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

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

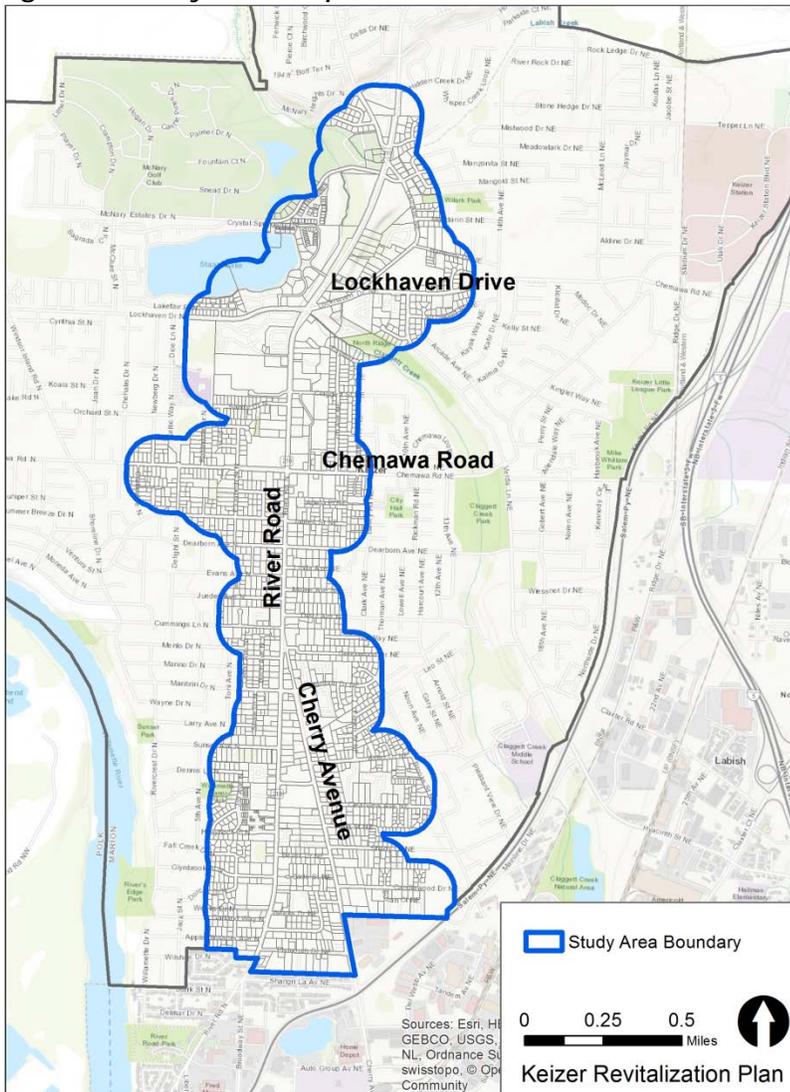
Moderate projected growth within the study area is already accounted for in Keizer’s Transportation System Plan (TSP), which guides long-term planning of the city’s transportation system. However, more rapid growth in recent years could result in planned TSP projects being warranted sooner than planned.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

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

## Section 1 — Study Area

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

Figure 1— Study Area Map



Source: City of Keizer, Marion County, ESRI

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

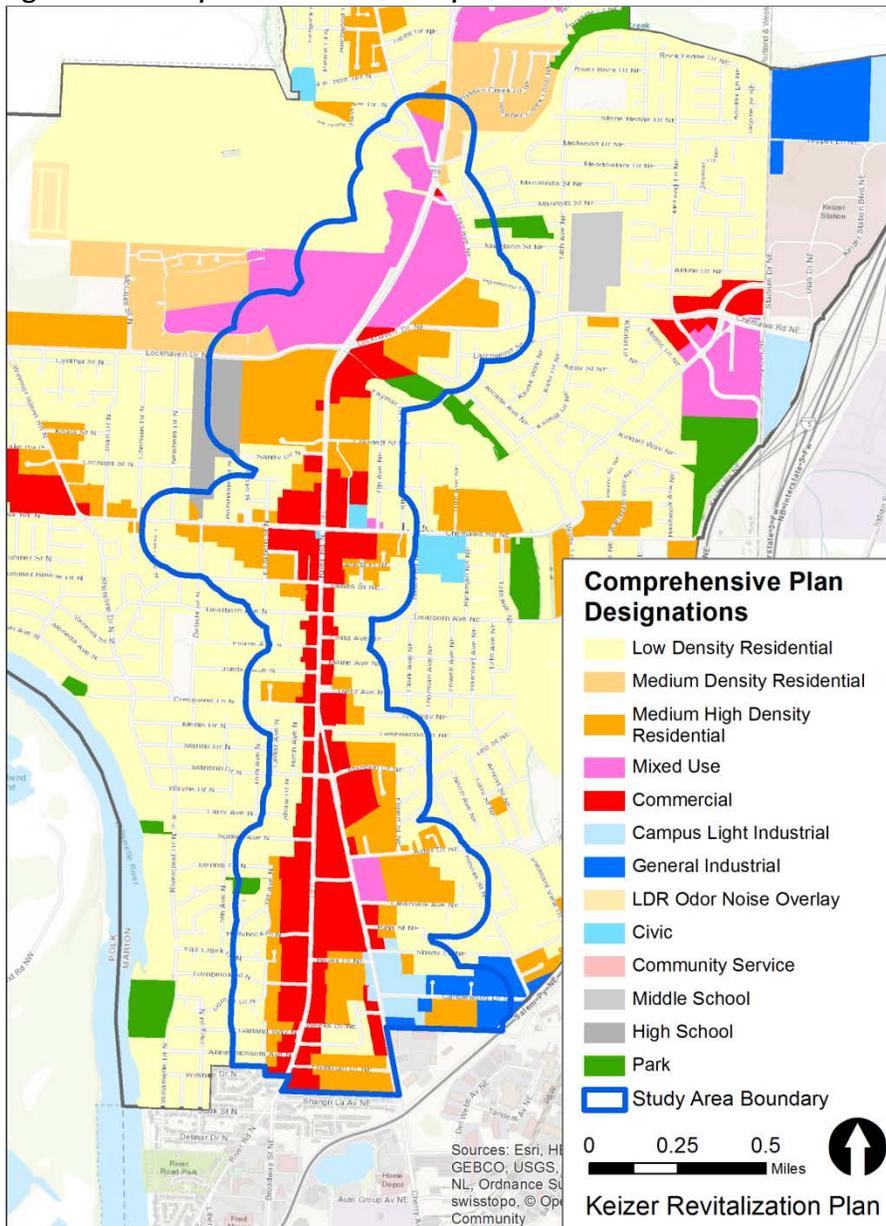
## Section 2 — Land Use

### Comprehensive Plan Designations and Zoning

#### Comprehensive Plan

Adopted in 2014, Keizer’s Comprehensive Plan establishes community goals and aspirations, and broadly guides future development through maps, goals and policies. Memorandum #1 for this project summarizes the Comprehensive Plan policies and goals that are relevant to the Keizer Revitalization Plan process. Figure 2 below depicts Comprehensive Plan designations for land within the city.

Figure 2— Comprehensive Plan Map



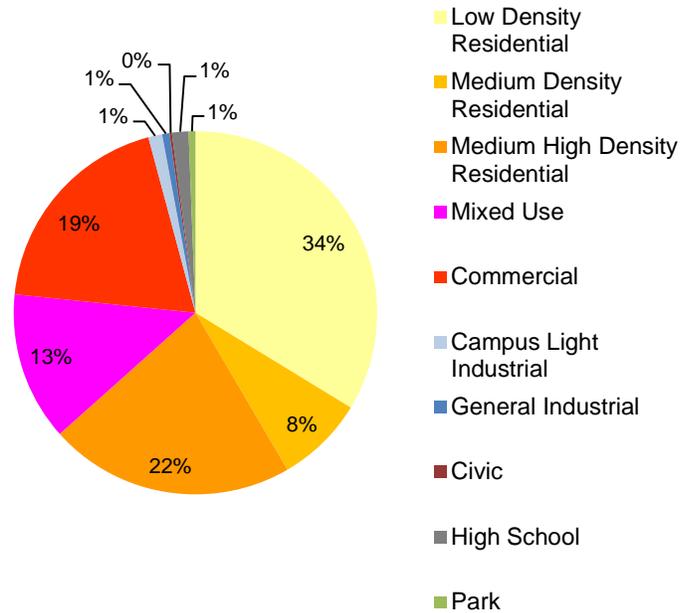
Source: City of Keizer, ESRI

As the map in Figure 2 illustrates, the majority of the land directly along the River Road/Cherry Ave corridors is designated for commercial use. In fact, Keizer has little commercially designated land outside of the project study area. This area is also home to most of the lands designated for medium-high density residential development. Because the boundary for the study area extends 500 feet beyond the properties zoned for commercial use and multi-family residential housing, a large share of the land within this analysis area is also designated for low-density (single-family) and medium-density housing. The composition of comprehensive plan designations within the study area is described in Table 1 and Figure 3 below.

**Table 1—Comprehensive Plan Designations**  
Acres within Study Area

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

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

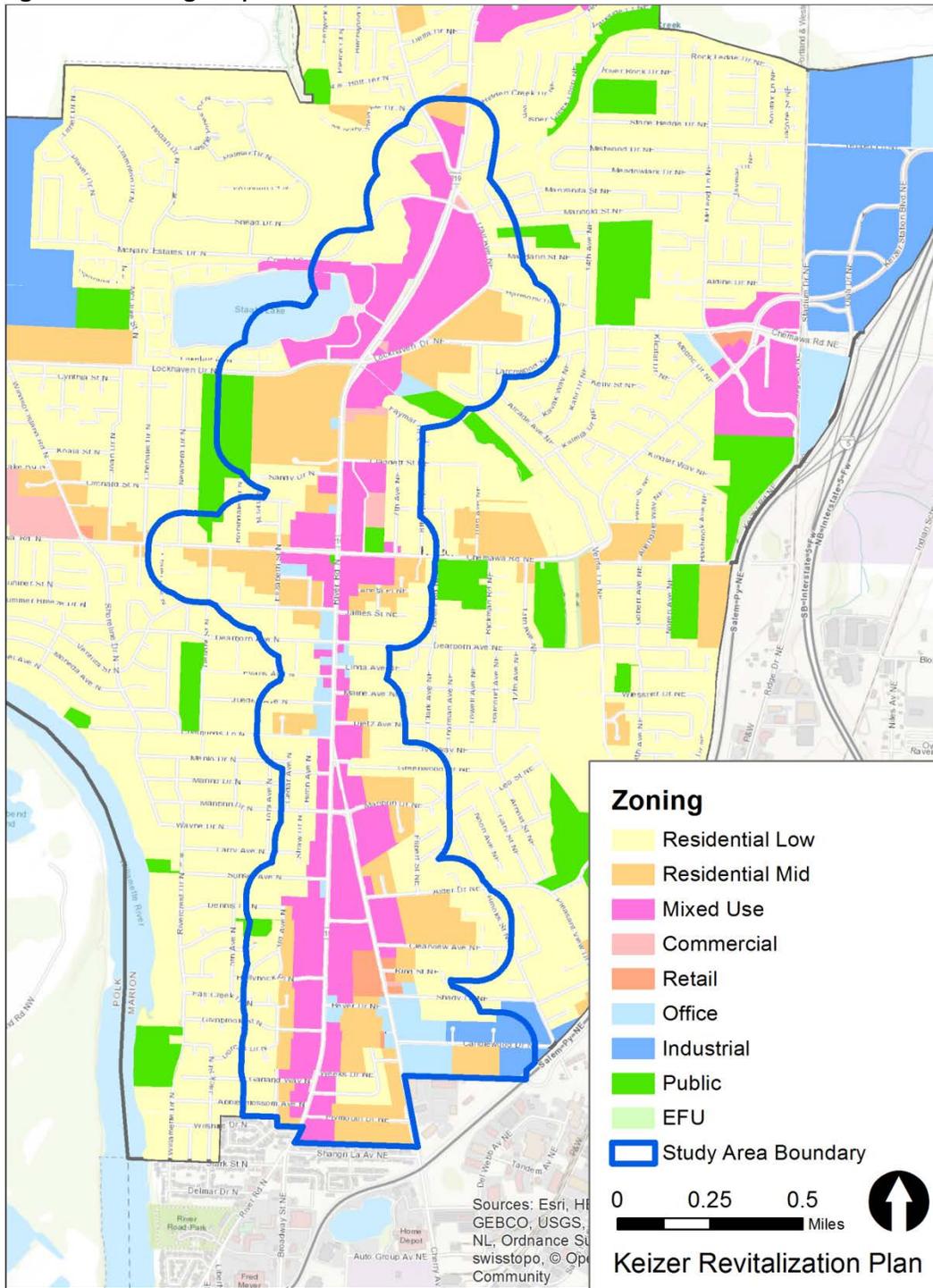


Source: Marion County Assessor, City of Keizer

## Zoning

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

Figure 4— Zoning Map



Source: City of Keizer, ESRI

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

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

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

Source: Marion County Assessor, City of Keizer

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

**Commercial Mixed Use and Mixed Use – 351 Parcels Combined**

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

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

**Commercial Office – 34 Parcels**

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

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

**Industrial Business Park and Industrial General – 64 Parcels Combined**

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

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

**Medium Density Residential – 297 Parcels**

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

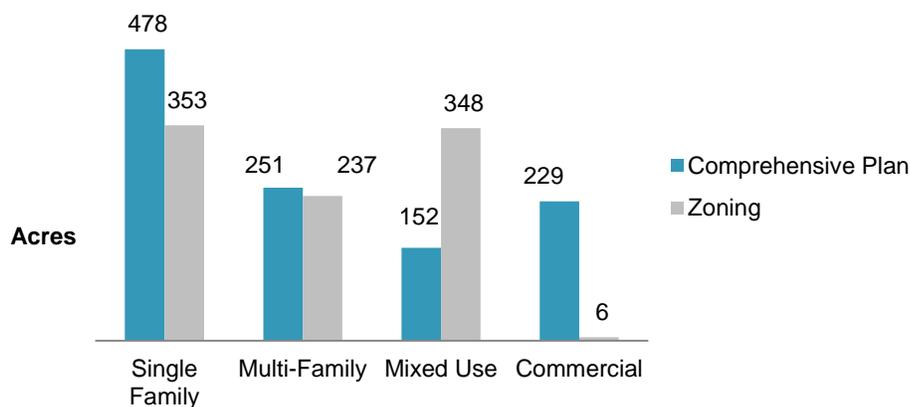
**Single Family Residential – 1322 Parcels**

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

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

Figure 5 below compares the Comprehensive Plan and zoning maps by the quantity of land per category in the study area. The two main differences are found in the commercial areas and nearby housing. The Comprehensive Plan shows more commercial and less mixed use land. The zoning designation of mixed use covers much of the land designated as commercial in the Comprehensive Plan within the corridor. The zoning has been modified to reflect modern development aspirations that include having varying uses within close proximity. Mixed use development can provide greater access to goods and services without the accompanying increases in automobile traffic. The second item of note is that fewer acres are zoned multi-family than what are shown in the Comprehensive Plan.

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



Source: Marion County Assessor / City of Keizer

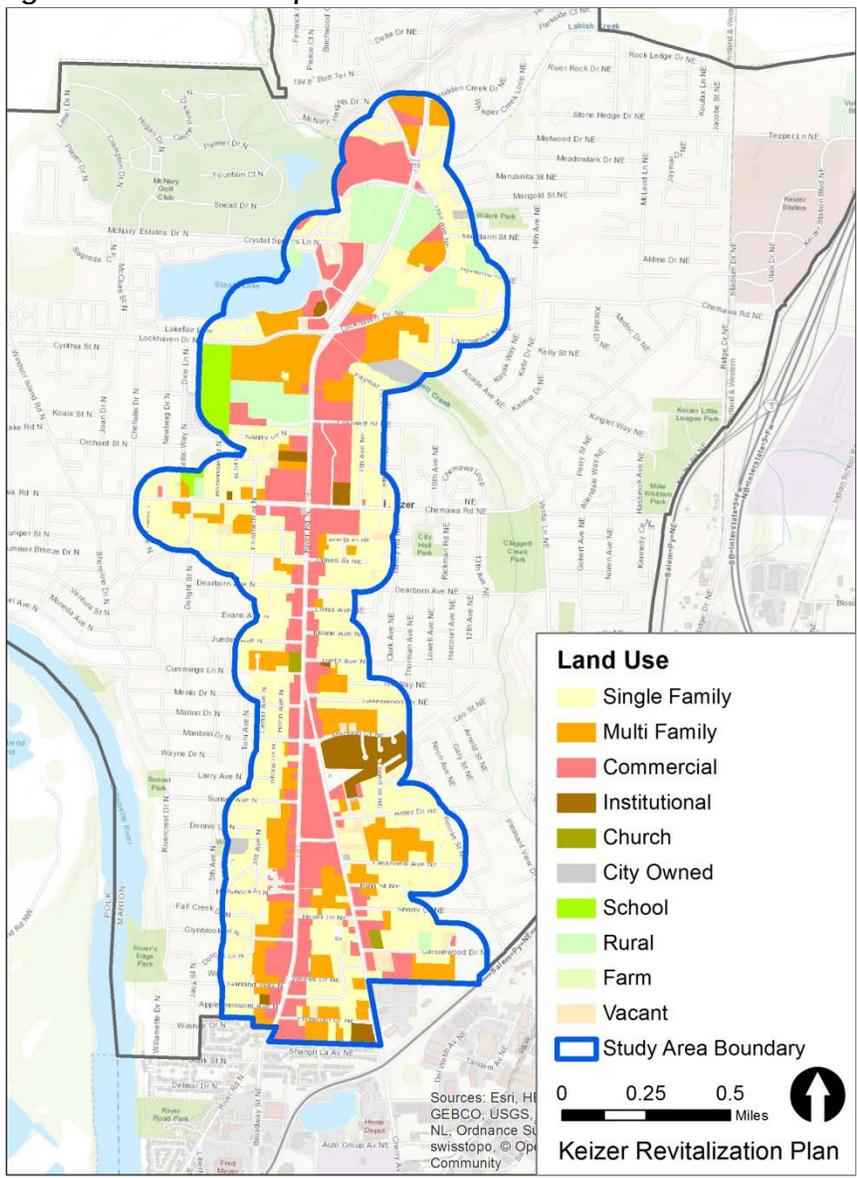
This type of “underbuild” is common in Oregon. In this case, the graph below shows that are roughly 40 acres whose zoning allows for less development than called for by the plan. These are the types of areas where property owners may see a benefit in a zone change to allow additional development. Being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

shopping corridor these sites could present opportunities to realize infill development that better supports transit, biking and walking.

## Land Use Patterns

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

Figure 6—Land Use Map

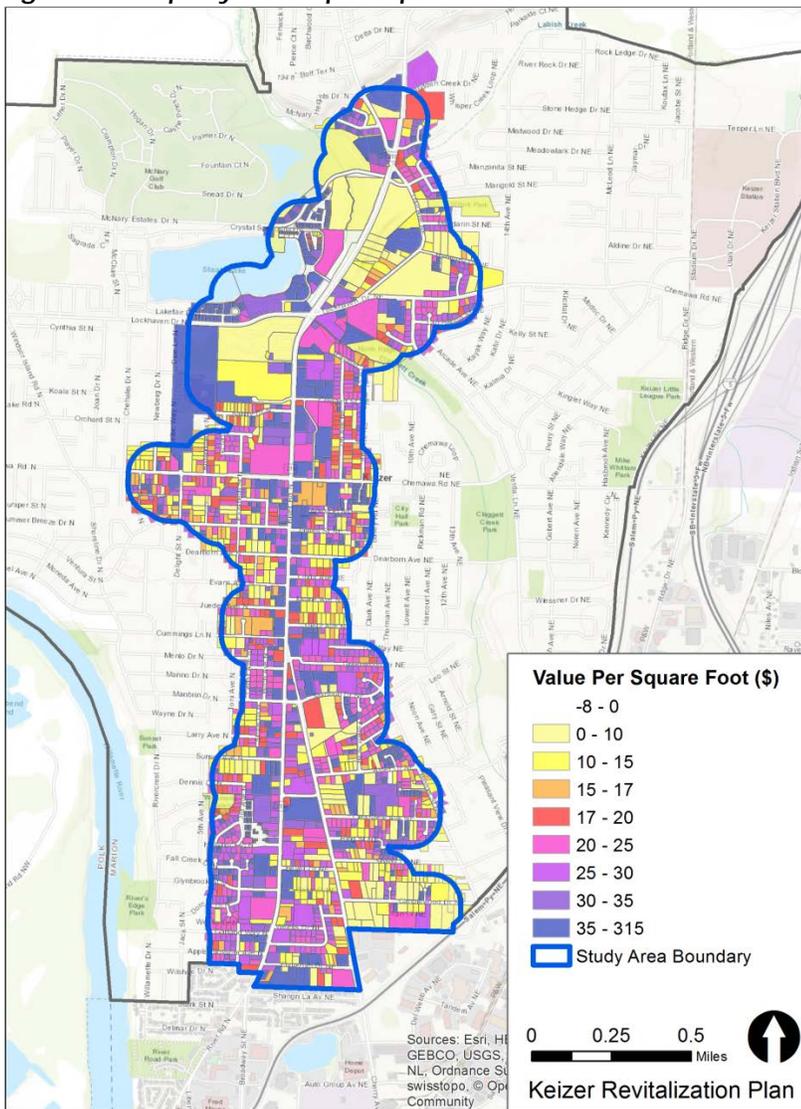


Source: City of Keizer, Marion County Assessor, ESRI

# Property Characteristics

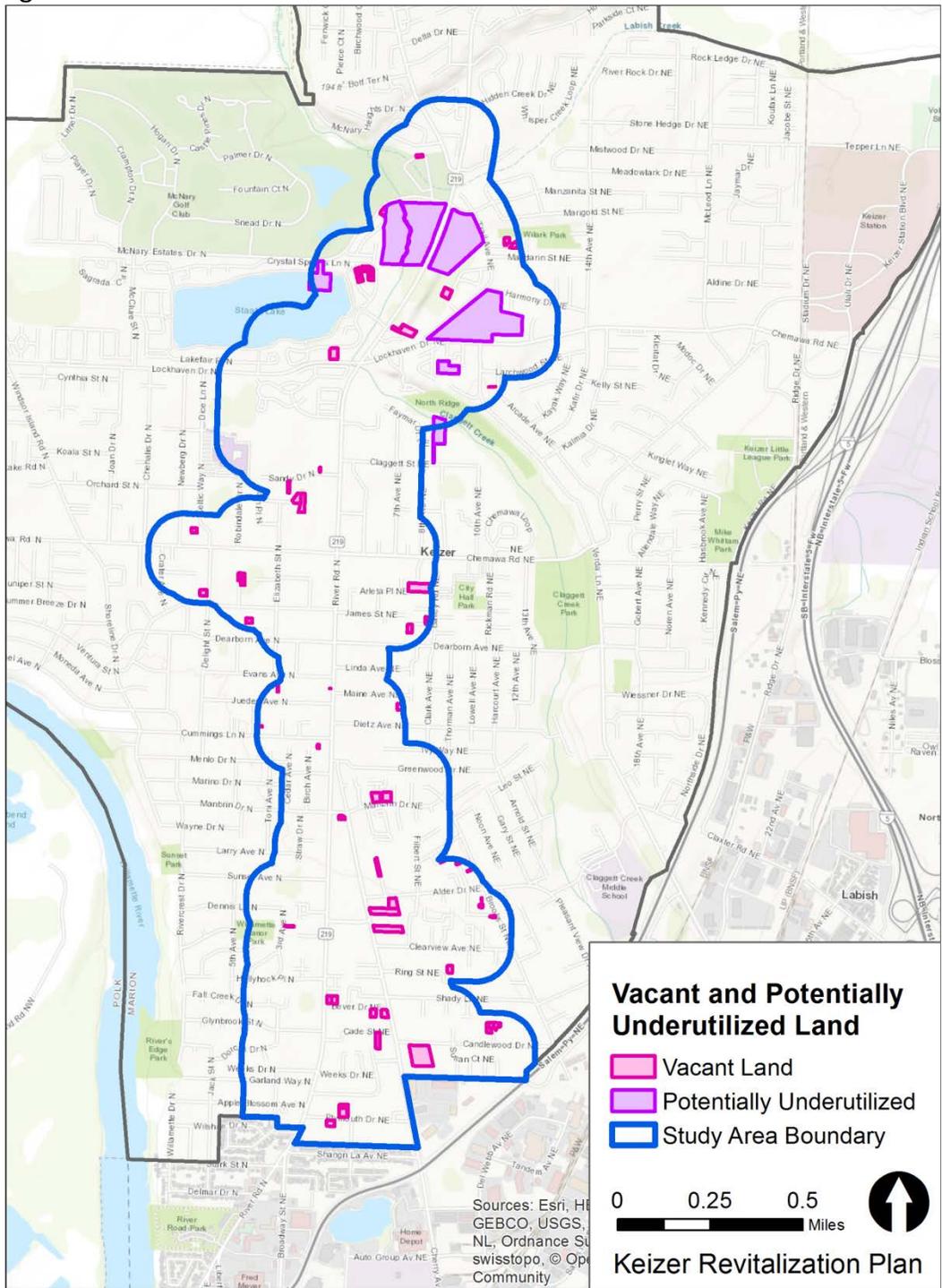
Examination of land values, vacancies, parcel sizes, and ownership provides some indication of the potential for new development or redevelopment within the study area. Figure 7 below illustrates total property value per square foot. Properties at the high and low ends of the value spectrum may be less feasible for development, because they are either too expensive to purchase and would yield investment margins, or because they would not yield high enough rents to earn a significant enough return. Parcel size and ownership may also pose challenges to development. Of the more than 2,000 parcels within the area, just 50 of them are larger than 5 acres in size. Additionally, several of those are unlikely to become development opportunities due to their ownership; the City of Keizer owns 13 parcels, for example. Accordingly, infill and redevelopment are likely to occur through numerous small development projects (or through lot consolidation) rather than through large projects such as Keizer Station, which developed from one large site. Figure 8 illustrates vacant land and land that is potentially underutilized (based on its property values and intensity of existing uses). This map reveals a handful of large opportunity sites at the north end of the study area, but mostly smaller infill opportunities in the rest of the area.

Figure 7—Property Value per Square Foot



Source: City of Keizer, Marion County Assessor, ESRI

Figure 8—Vacant and Underutilized Land



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

## Section 3— Demographics and Employment

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

### Demographic Profile

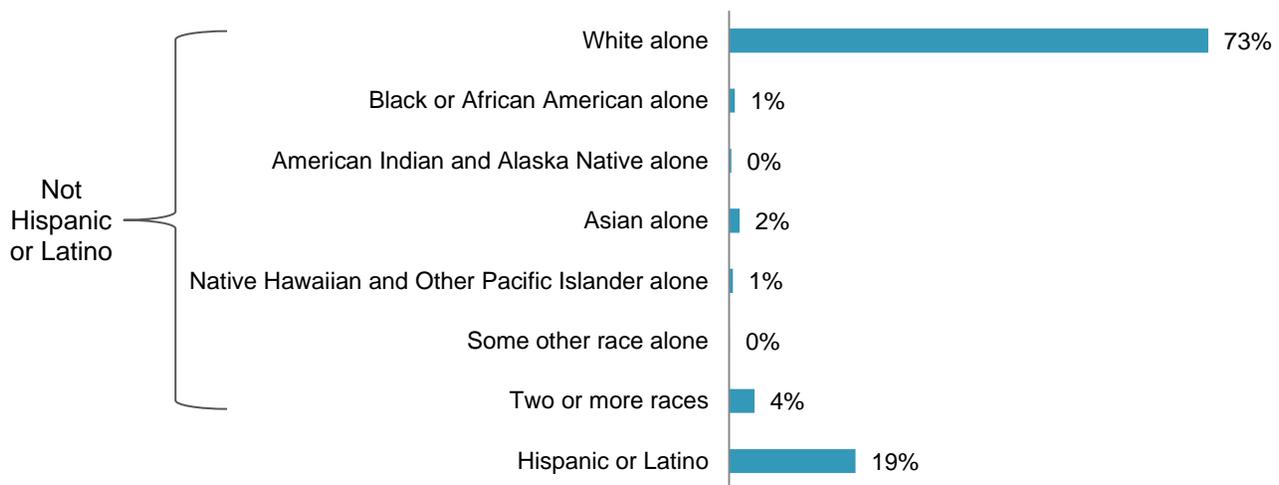
Memorandum #3 provides a thorough market analysis that includes a detailed overview of demographic trends in Keizer. This includes data for population, age, household size, income, and employment trends, as well as population and housing need projections. This Existing Conditions memo highlights a few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

#### Race and Ethnicity

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

**Figure 9—Race and Ethnicity**

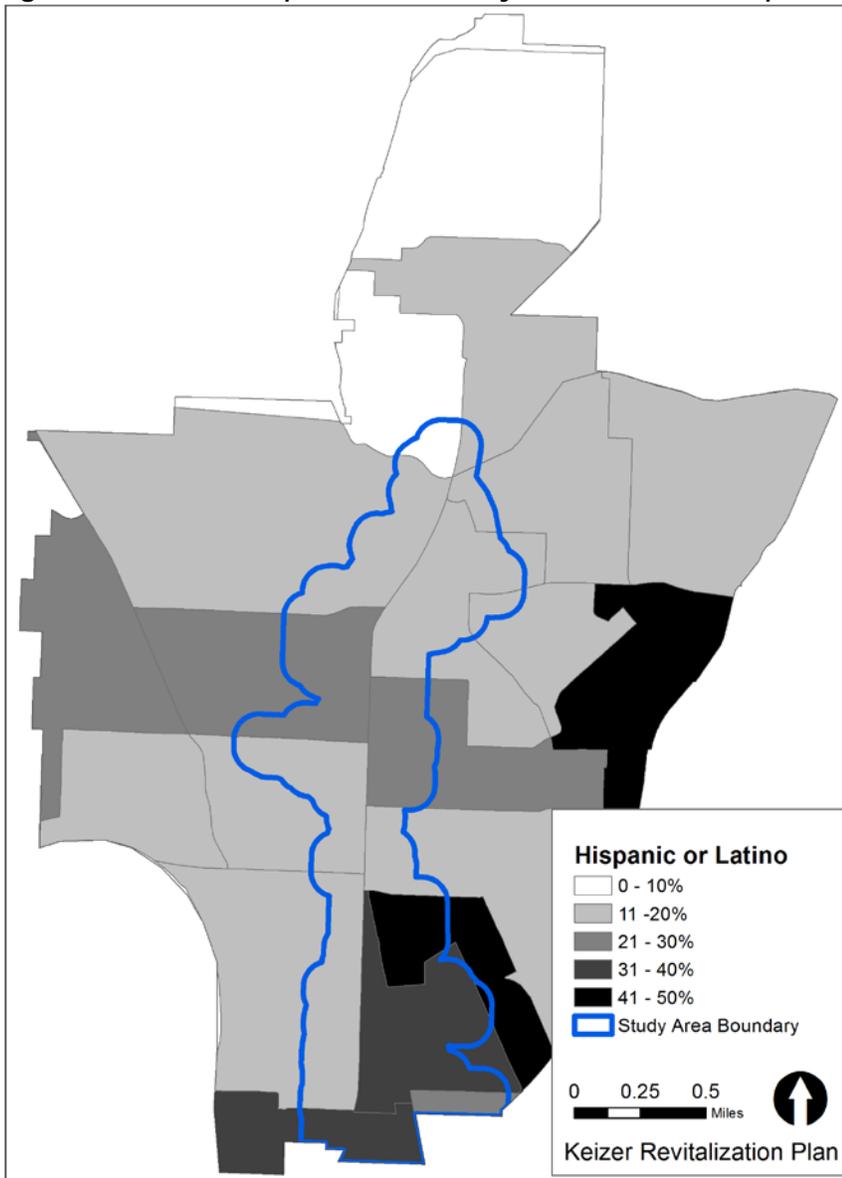
*Hispanic or Latino by Race, City of Keizer*



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

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

Figure 10—Percent Hispanic or Latino by Census Block Group

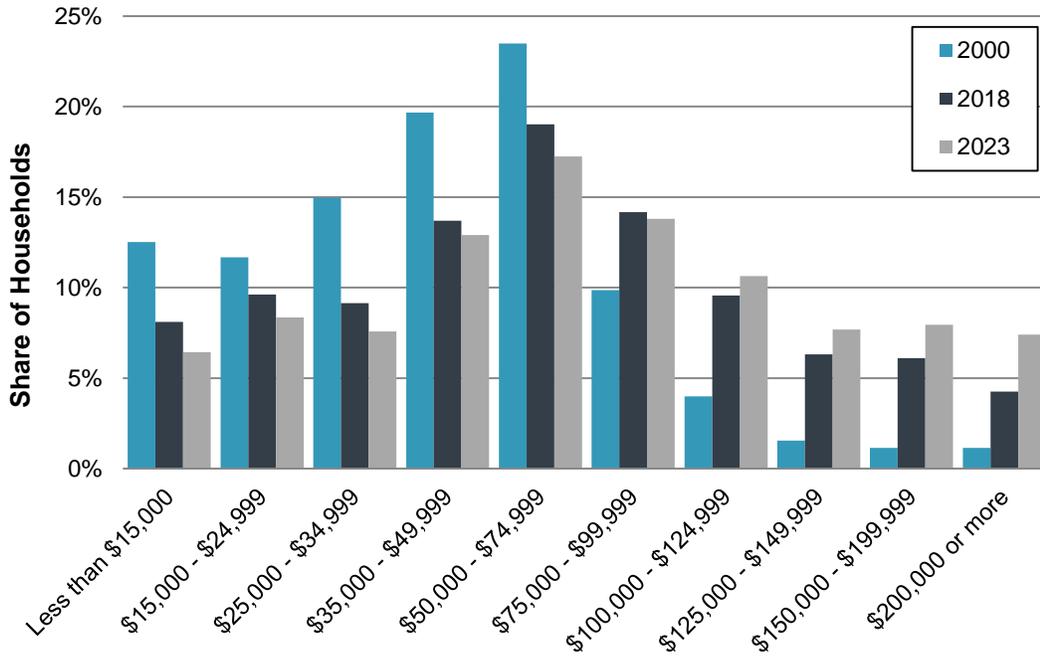


Source: U.S. Census Bureau, 2012-2016 ACS 5-Year Estimates, TIGER/Line Shapefile 2017

## Income

Keizer's median household income was \$52,000 in 2010, and has grown an estimated 37% between 2000 and 2018. Figure 11 below shows the distribution of households by income in 2000, 2018 (estimated), and 2023 (projected). The largest single income cohort is those households earning between \$50k and \$75k, at 19% of households. 41% of households earn less than this, while 40% of households earn \$75k or more per year.

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

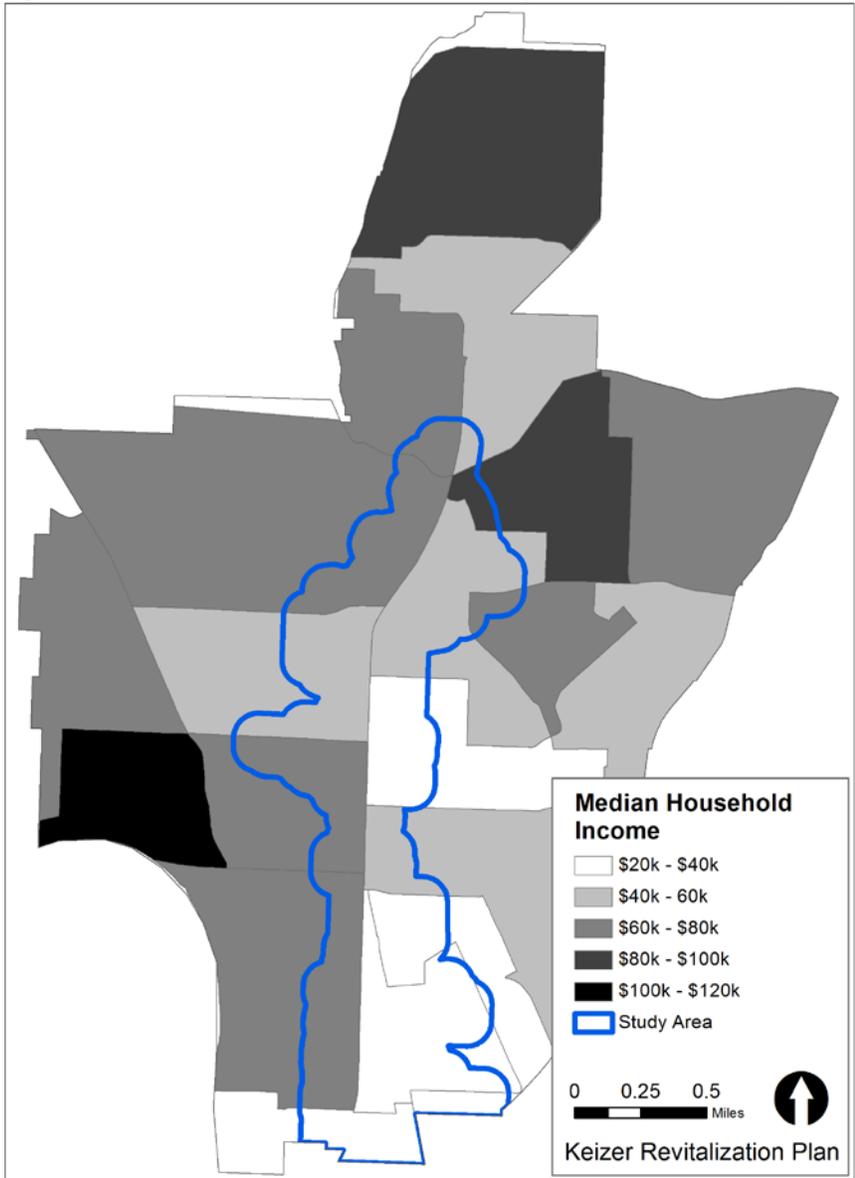


Source: US Census, Environics, Johnson Economics

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

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

Figure 12— Median Household Income by Census Block Group



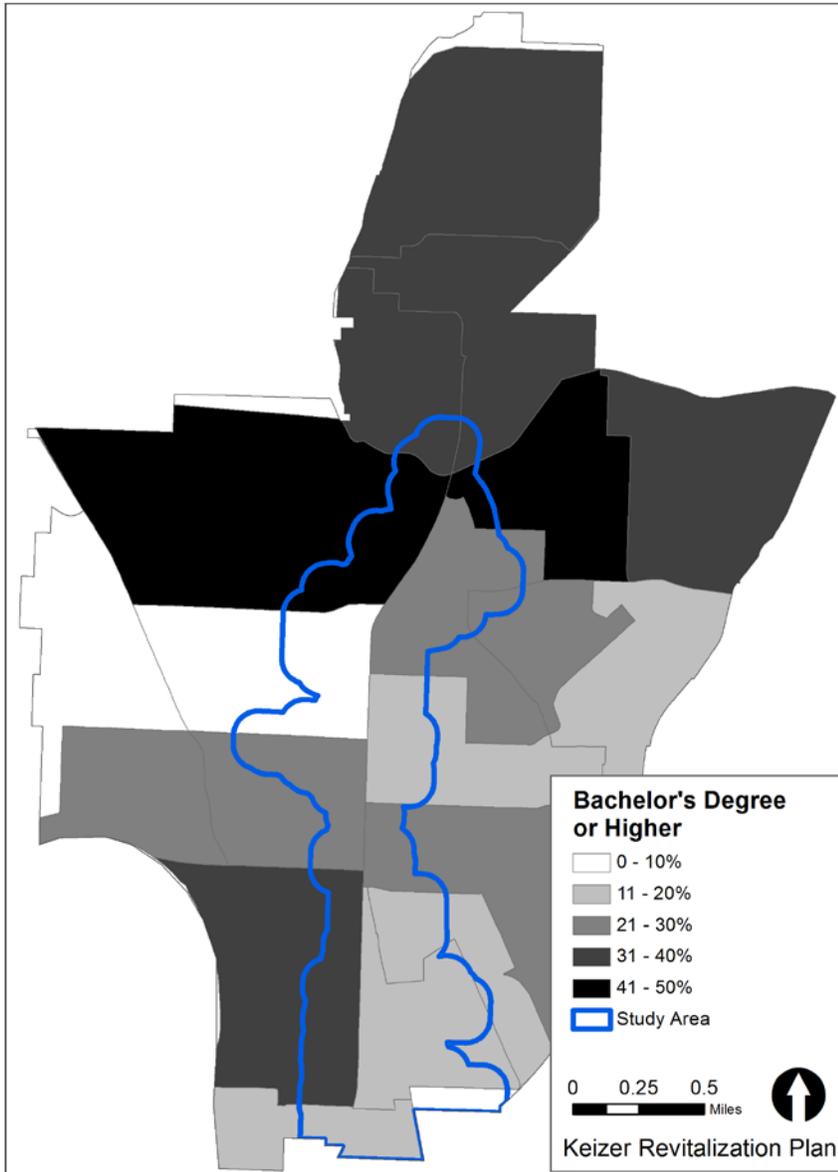
Source: U.S. Census Bureau, 2012-2016 ACS 5-Year Estimates, TIGER/Line Shapefile 2017

## Education

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

**Figure 13— Educational Attainment by Census Block Group**

*Population over 25 years earning Bachelor's degree or higher*

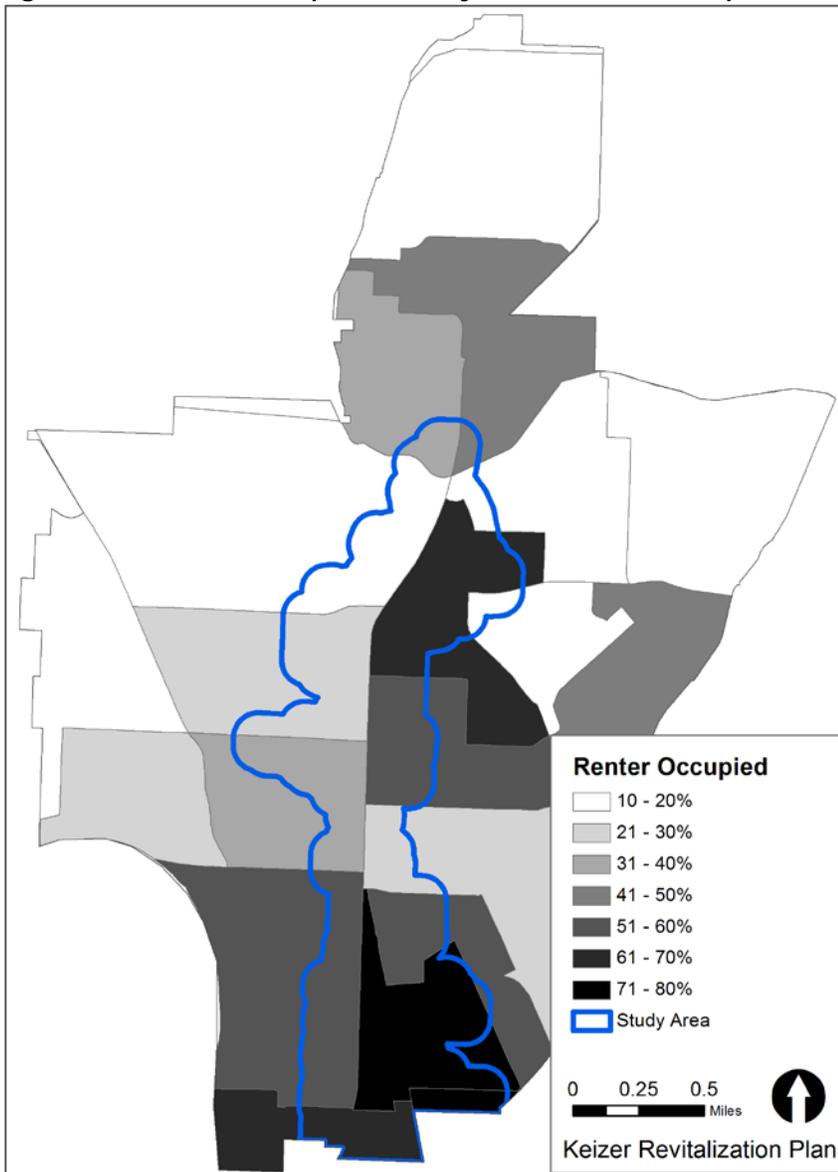


Source: U.S. Census Bureau, 2012-2016 ACS 5-Year Estimates, TIGER/Line Shapefile 2017

## Housing Tenure

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

Figure 14— Renter Occupied Units by Census Block Group



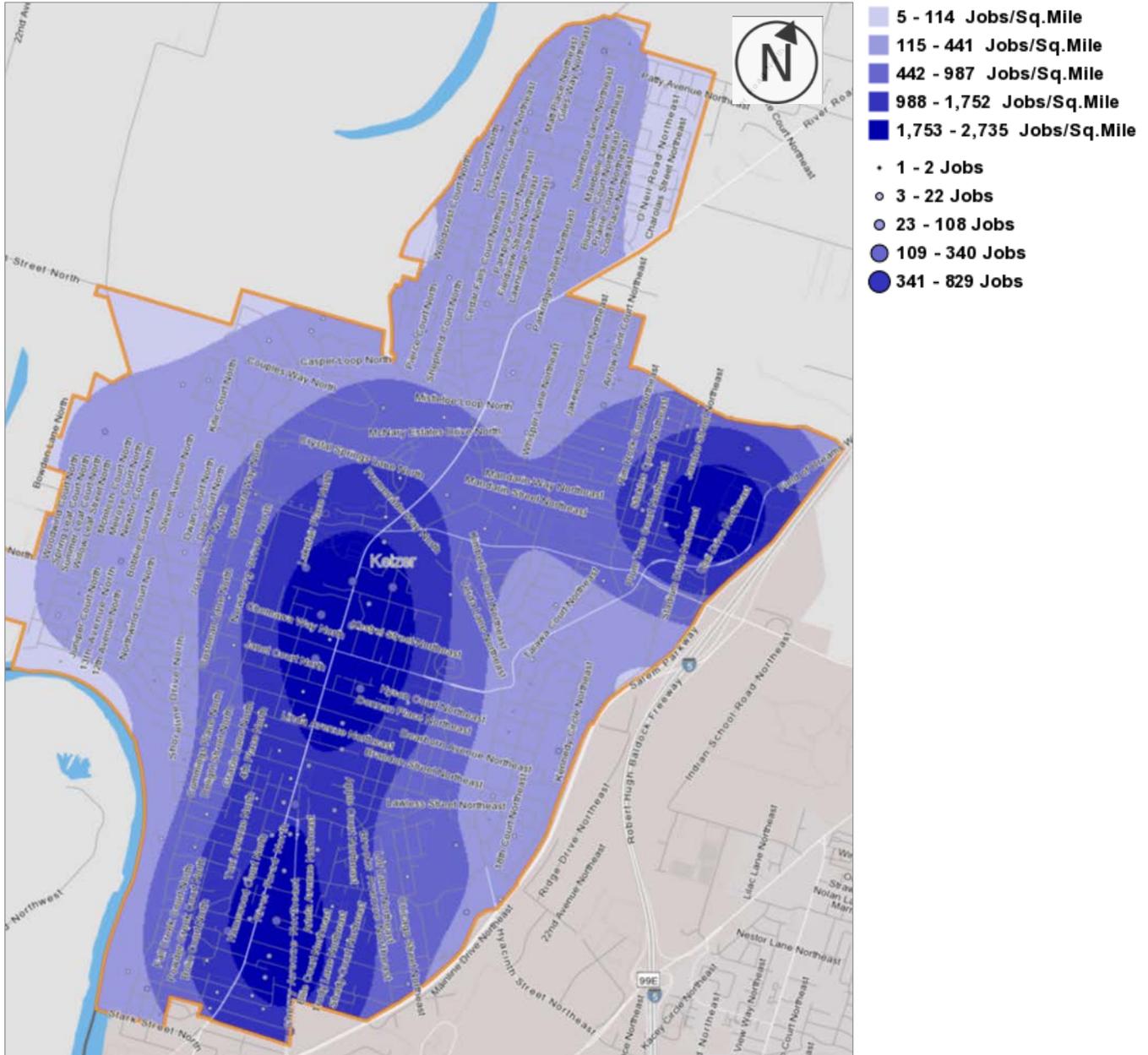
Source: U.S. Census Bureau, 2012-2016 ACS 5-Year Estimates, TIGER/Line Shapefile 2017

# Employment

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

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

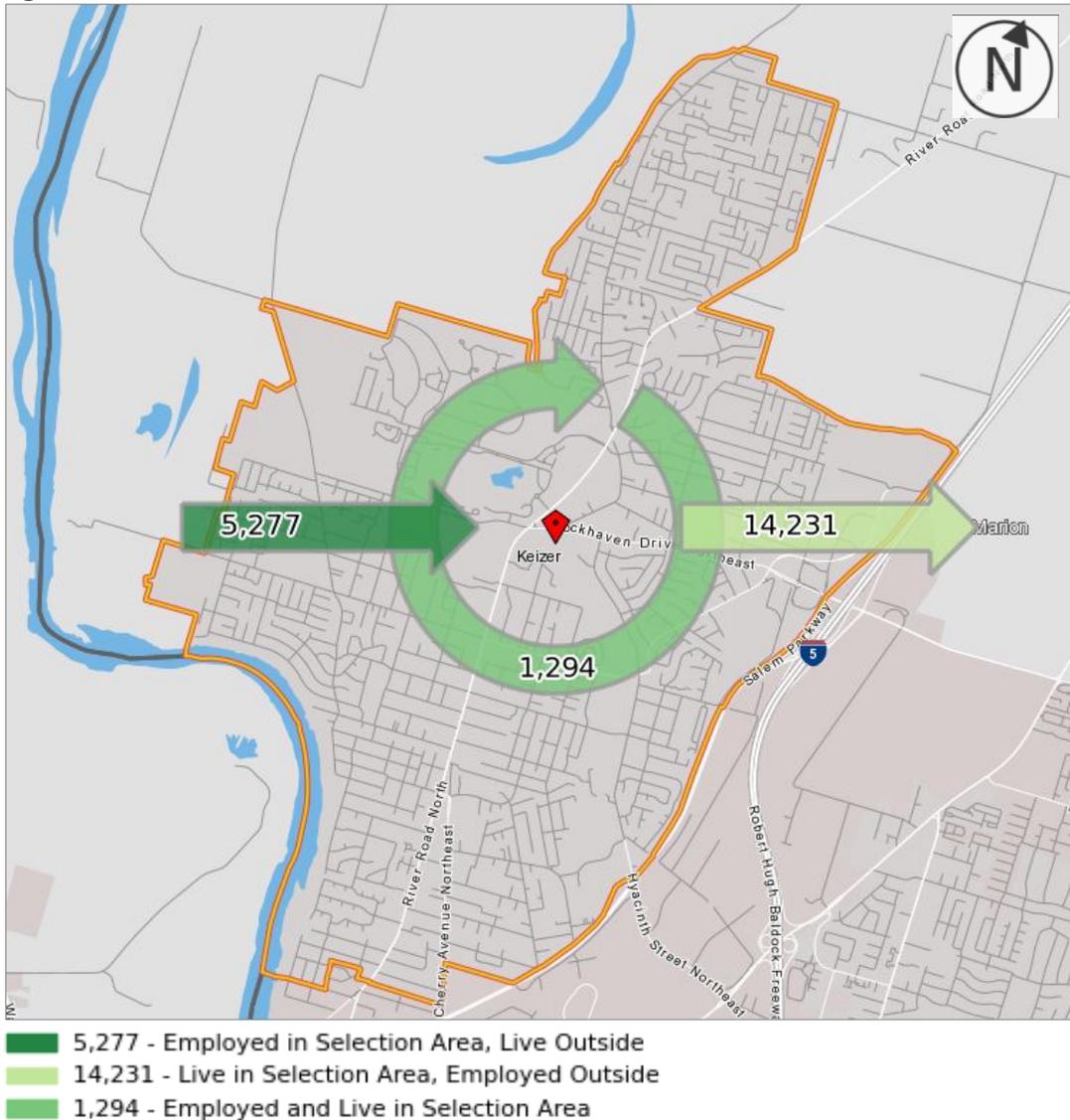
Figure 15— Jobs per Square Mile



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

As noted above, there is a mismatch between the number of workers in Keizer and the number of jobs in the city. According to 2015 estimates, only 1,294 residents both live and work within city limits, while 14,231 residents work outside the city (see Figure 16). The pattern indicates that Keizer is a living (or “bedroom”) community for many households who work elsewhere, rather than an employment center.

Figure 16— Job Inflow/Outflow



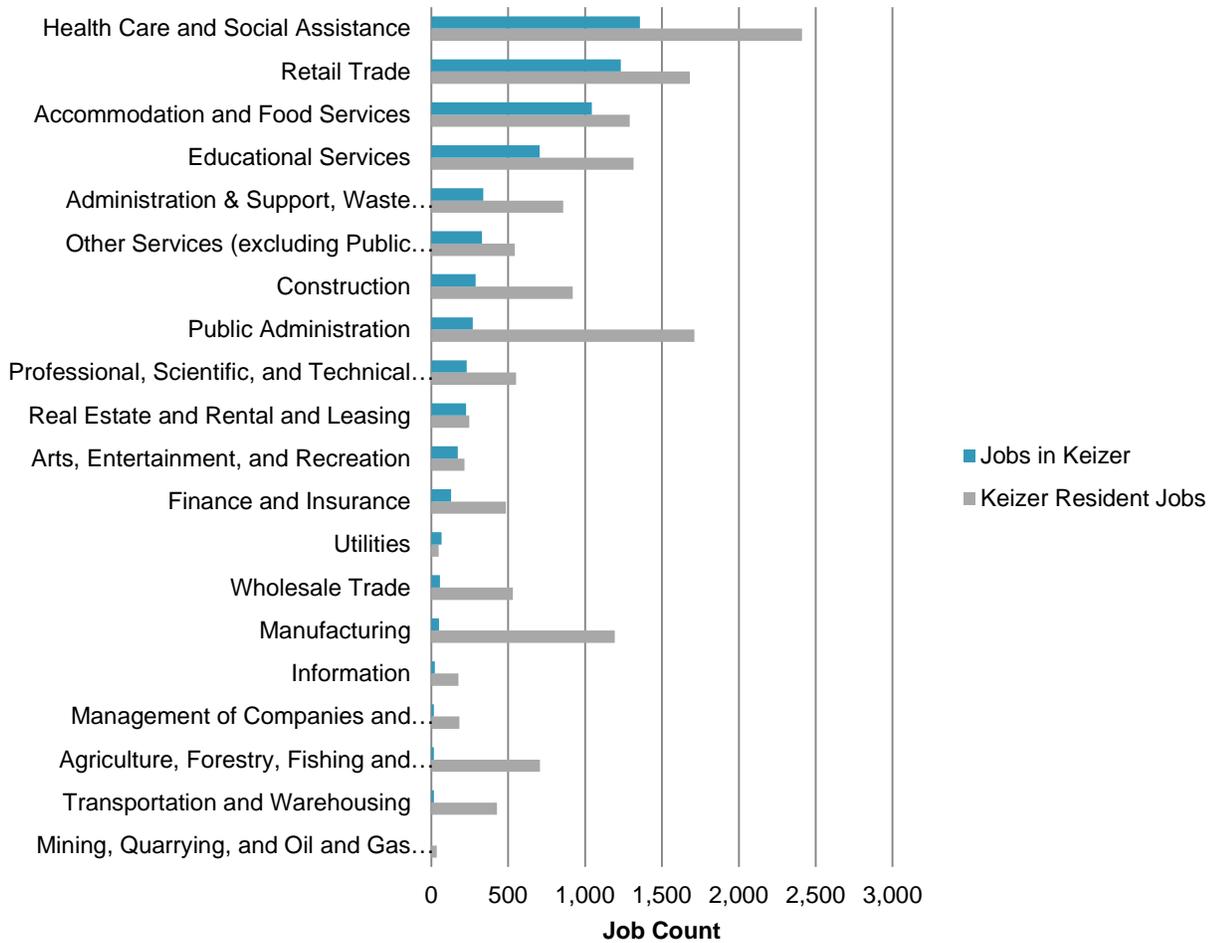
Source: U.S. Census Bureau, OnTheMap Application, <http://onthemap.ces.census.gov>

## Industries

The top industry in Keizer—in terms of both total jobs and resident employment—is the health care and social assistance industry, which accounts for 1,357 of the jobs in Keizer. This is followed by retail trade, with 1,233 jobs; and accommodation and food services, with 1,045 jobs. Figure 17 provides the full breakdown of jobs by industry, and compares jobs in the city to Keizer residents’ jobs. The mismatch between the number of workers in Keizer and the number of jobs in the city is evident here as well. Public administration, educational services, and

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

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



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

## Section 4— Transportation

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

### Operational and Physical Characteristics

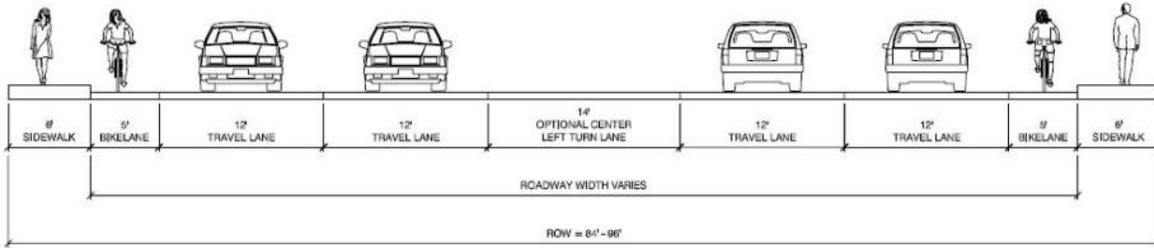
The operational and physical characteristics of the River Road and Cherry Avenue corridors were evaluated based on a review of the City’s Transportation System Plan (TSP) and satellite imagery. For the purposes of the operational and physical characteristic descriptions, the River Road corridor was broken into four segments shown in Table 3. An inventory of roadway characteristics, including posted speeds, directionality, roadway width, number of travel lanes, on-street parking and presence of sidewalks, bicycle accommodations, and transit facilities are described in Table 3.

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

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

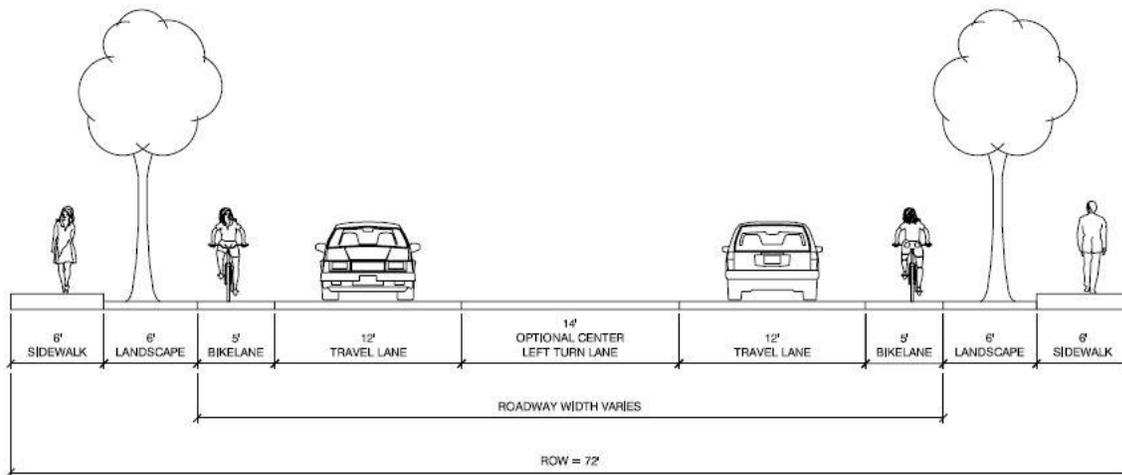
Source: City of Keizer TSP

Figure 18— River Road Cross Section Standard



Source: City of Keizer

Figure 19— Cherry Avenue Cross Section Standard



Source: City of Keizer

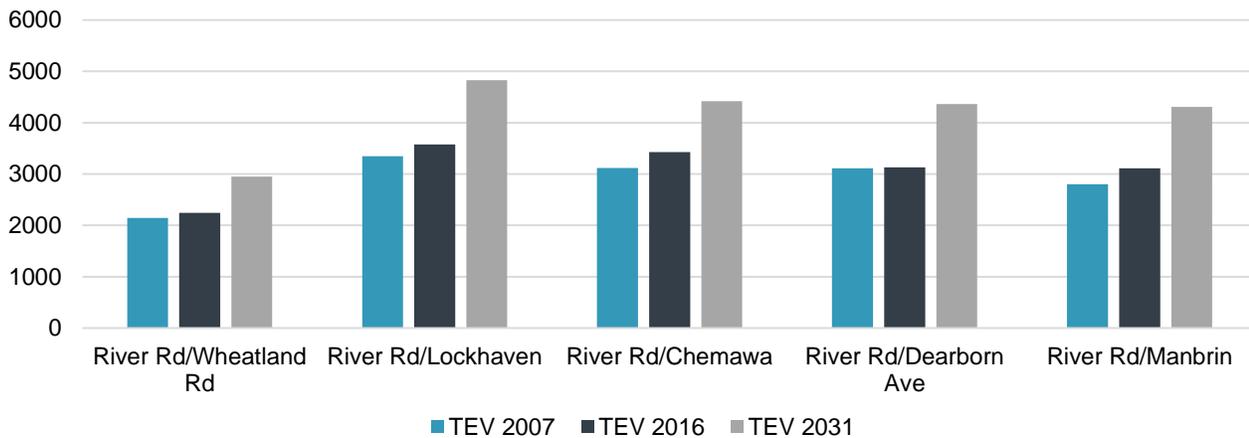
### Traffic Data Comparison

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

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

Figure 20 illustrates a comparison of total entering volume (TEV) between TSP existing 2007 volumes, 2016 volumes, and TSP forecasted 2031 volumes for the intersections noted above.

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



Source: City of Keizer TSP

As shown in Figure 20, 2031 forecasted traffic volumes from the City’s TSP are generally aligned with the observed traffic volume growth shown between year 2007 and 2016; however, the River Road/Chemawa Road intersection has recorded minimal to no growth. While traffic volume growth is occurring at all other intersections, the River Road/Lockhaven Drive intersection also appears to be experiencing slower growth than anticipated by the City’s TSP for that location.

### Pedestrian Facilities

As shown in Figure 21, the pedestrian system along River Road includes continuous sidewalk facilities on both sides of the roadway for its entire length within the study area. Similarly, Cherry Avenue also provide includes sidewalk facilities on both sides of the roadway. The overall condition of the pedestrian facilities along River Road is generally good with regards to spalling/cracking, frequency of pedestrian obstructions, horizontal/vertical buffers, and presence of lighting. The overall condition of pedestrian facilities along Cherry Avenue is generally excellent as the number of lanes is reduced to three and a landscape strip is provided between the travel lane and pedestrian facility on both sides of the roadway. Most curb-ramps within the study area appear to meet the American’s with Disability Act (ADA) accessible standards for curb-ramp grade compliance; however, the majority of curb-ramps do not provide a tactile warning strip and therefore, are non-ADA compliant. A qualitative multimodal assessment (QMA) of these facilities is provided in Table 4.

### Bicycle Facilities

As shown in Figure 22, the bicycle system along River Road includes continuous on-street bike lanes on both sides of the roadway between Wheatland Road and Chemawa Road. South of Chemawa Road, on-street bike lanes are not provided along River Road. The bicycle system along Cherry Avenue includes continuous bicycle facilities on both sides of the roadway for its entire length. The overall condition of the bicycle facilities along River Road is generally poor due to the facility gaps, posted speed, number of vehicle lanes, and average daily traffic (ADT) volumes. The overall condition of bicycle facilities along Cherry Avenue is generally good as continuous facilities are provided throughout the entire length of the roadway, the number of vehicle travel lanes is reduced to three, and the ADT is lower in comparison to River Road. It is worth noting that the City’s TSP identifies an alternative parallel bicycle route to the west of River Road along Windsor Island Road, Shoreline Drive, and Rivercrest Drive. A qualitative multimodal assessment (QMA) of these facilities is provided in Table 4.

### Transit Facilities

Transit service in the project study area, known as “Cherriots” is provided by Salem-Keizer Transit (SKT) which operates fixed-routes 9 and 19 in the study area. As shown in Figure 23, Route 9 operates as a standard service

line providing transit service along River Road and Cherry Avenue with 30 to 60-minute headways during most of the day. Route 19 operates as a frequent service line providing transit service along the full-length of River Road with 15-minute headways during most of the day and 30-minute headways after 7:00 p.m. Buses run on all routes on weekdays from approximately 6:00 a.m. to 9:00 p.m. A qualitative multimodal assessment (QMA) of these facilities is provided in Table 4.

## Qualitative Multimodal Assessment

As shown in Table 4, a qualitative multimodal assessment (QMA) was performed for segments of River Road and Cherry Avenue within the project study area. The QMA methodology uses the roadway characteristics and applies a context-based subjective “Excellent/Good/Fair/Poor” rating. For the purposes of describing the overall system as it relates to pedestrian, bicycle, and transit facilities, ratings for facilities segments were “averaged” across the segment to obtain a single subjective score. Table 4 provides QMA ratings for individual segments.

*Table 4— Qualitative Multimodal Assessment*

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

*Source: Kittelson & Associates, Inc.*





Source: City of Keizer TSP

Figure 22— Existing Bicycle Facilities

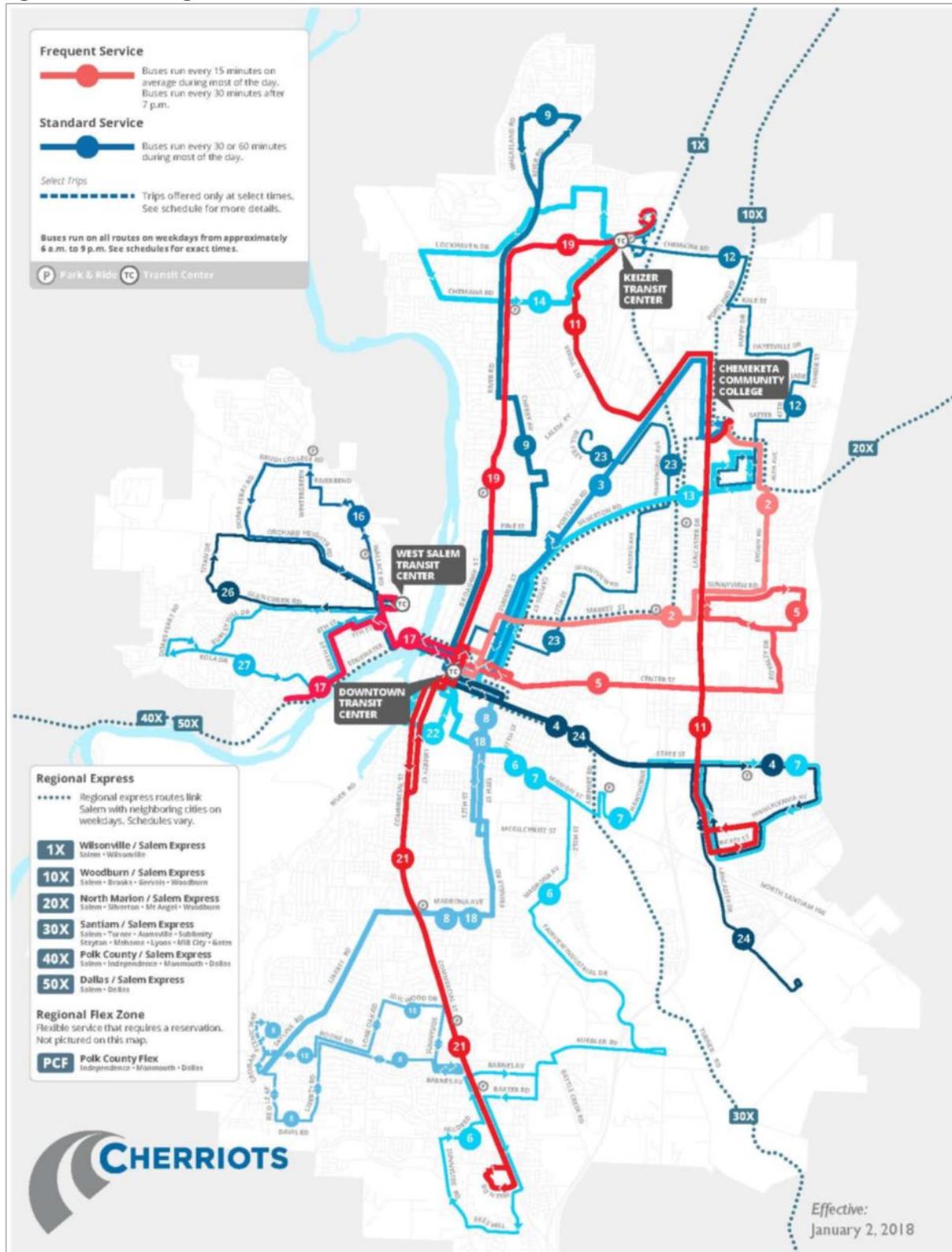
City of Keizer Transportation System Plan

March 2009



Source: City of Keizer TSP

Figure 23— Existing Transit Facilities



Source: City of Keizer TSP

## Projected Land Uses

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

Population and land use data for project study area within the City of Keizer was provided by Mid-Willamette Valley Council of Governments (MWVCOG). The data includes base year 2010 and forecast year 2035 population, households, and employment estimates. The population, household, and employment data is summarized by Transportation Analysis Zone (TAZ). There are 14 TAZs that abut the project study area along River Road and Cherry Avenue. Figure 25 and Figure 26 illustrate the TAZs and the household and employment data. Table 5 summarizes the data for the base year 2010 and forecast year 2035. As shown in Table 5, population and household growth was expected to increase by approximately 1.1 percent per year over the 25-year period from 2010 to 2035, while employment growth was expected to increase by 1.4 percent per year. This compares to the overall population growth of 1.6 percent predicted for Keizer as a whole (according to Memo #3).

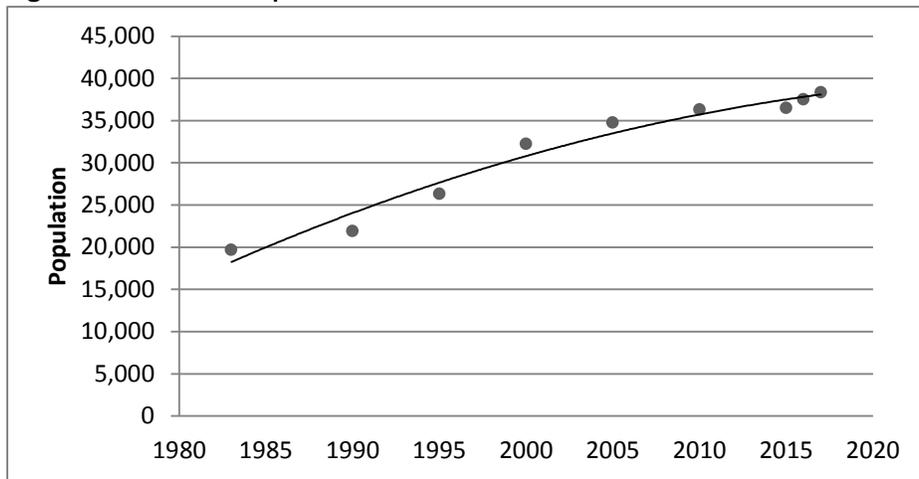
**Table 5— Keizer Revitalization Plan Project Study Area Population and Land Use Summary**

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

Source: MWVCOG

As land uses change in proportion to each other, there may be a shift in overall operation of the transportation system. Retail land uses generate a higher number of trips per acre of land than residential and other land uses. The location and design of retail land uses in a given area can greatly affect transportation system operations. Typically, there should be a mix of residential, commercial, and employment type land uses so that some residents may work and shop locally, reducing the need for residents to travel long distances to meet these needs. The data shown in Table 5 indicates that moderate growth is expected in the project study area in the coming years.

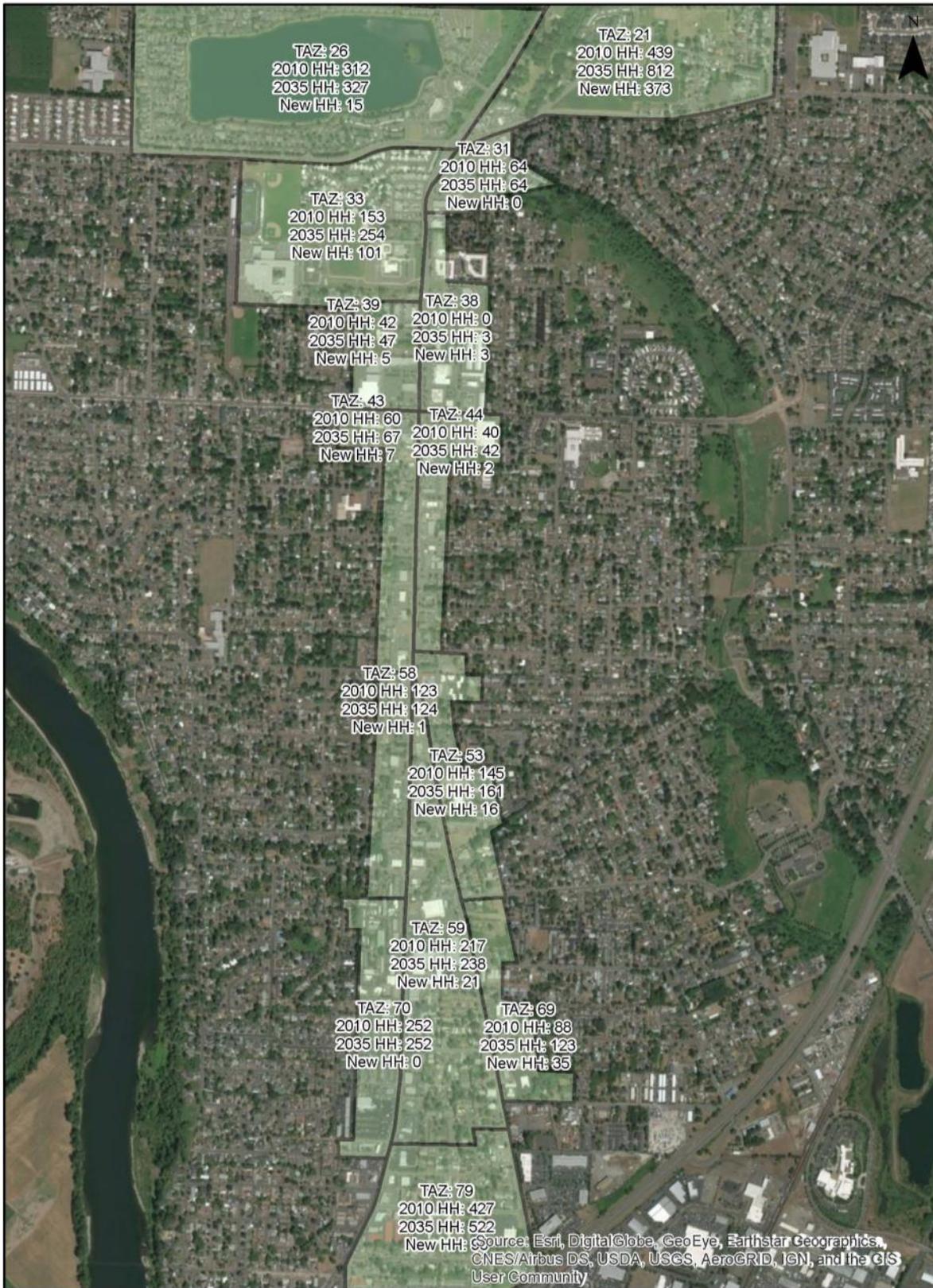
Figure 24— Keizer Population Growth, 1983-2017



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

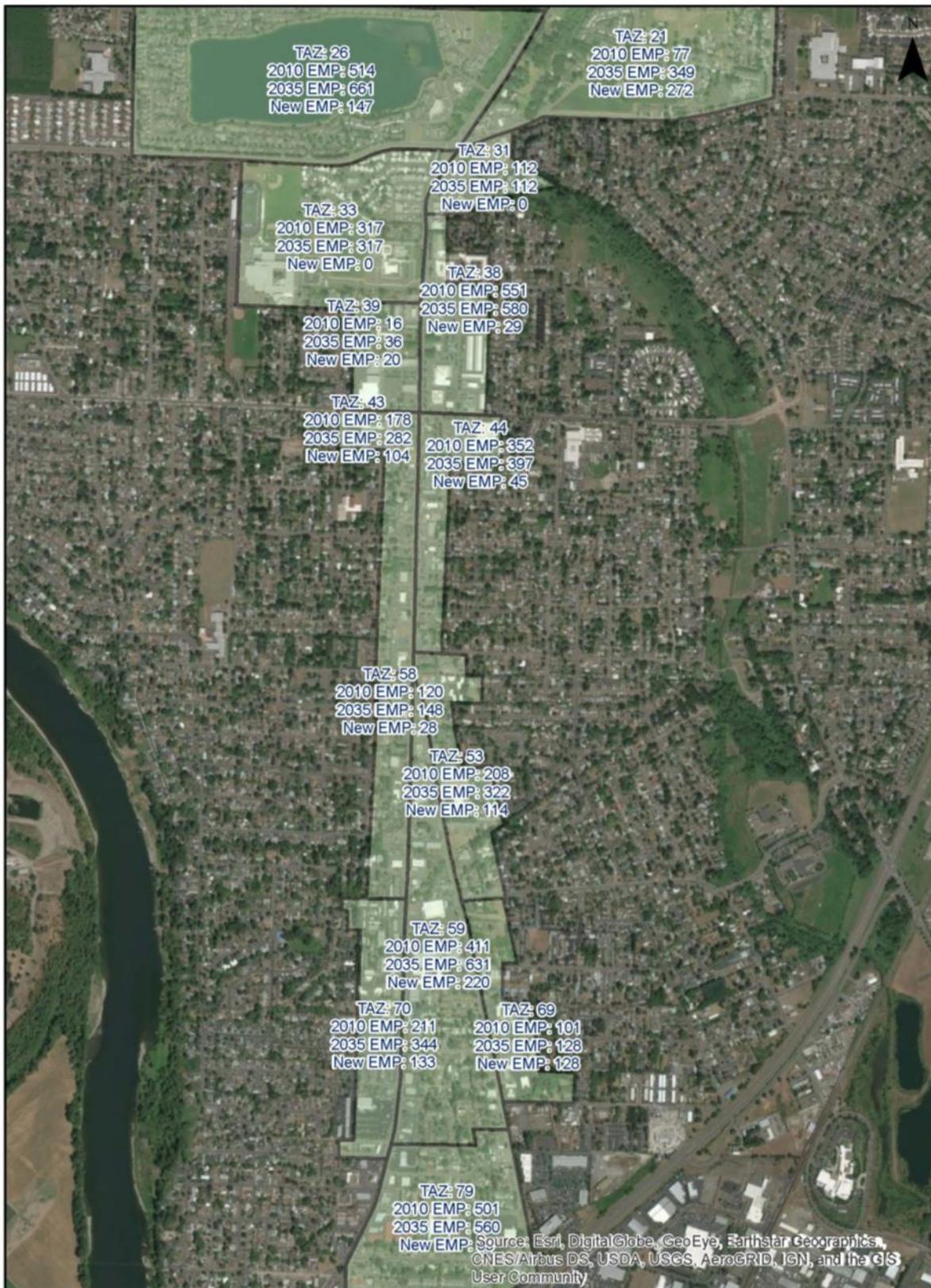
Historically, Keizer has grown faster on average than what was occurring in 2010 when the TSP was developed (see Figure 24). From near flat growth in 2015, Keizer has grown by 2.8% and 2.2% for 2016 and 2017 respectively. This represents a higher growth rate than what was predicted in the TSP. A more rapid growth rate could result in planned TSP projects being warranted sooner than planned. Changes to zoning could include increasing allowed densities on properties within the study area. Successful outcomes of the Keizer Revitalization Plan that bring new development on these and other properties could also necessitate transportation investments sooner and trigger further traffic analysis to ensure compliance with Oregon’s Transportation Planning Rule.

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



Source: MWVCOG

Figure 26— Changes in Employment by TAZ (2010 to 2035)



Source: MWVCOG

## Planned Public Improvements

The City's TSP was reviewed to identify roadway improvement projects relevant to the Keizer Revitalization Plan. Projects identified in the City's TSP are summarized in Table 6. Project R4 is the only project that has been completed to-date.

**Table 6— City of Keizer Financially Unconstrained Projects and Prioritization: River Road Projects**

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

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

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

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

In addition to the planned projects on River Road, there are a number of projects identified in the TSP that connect to River Road, and that may be relevant to the Revitalization plan. These are summarized in Table 7.

**Table 7— City of Keizer Financially Unconstrained Projects and Prioritization: Projects Connected to River Road**

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

## Miscellaneous Projects

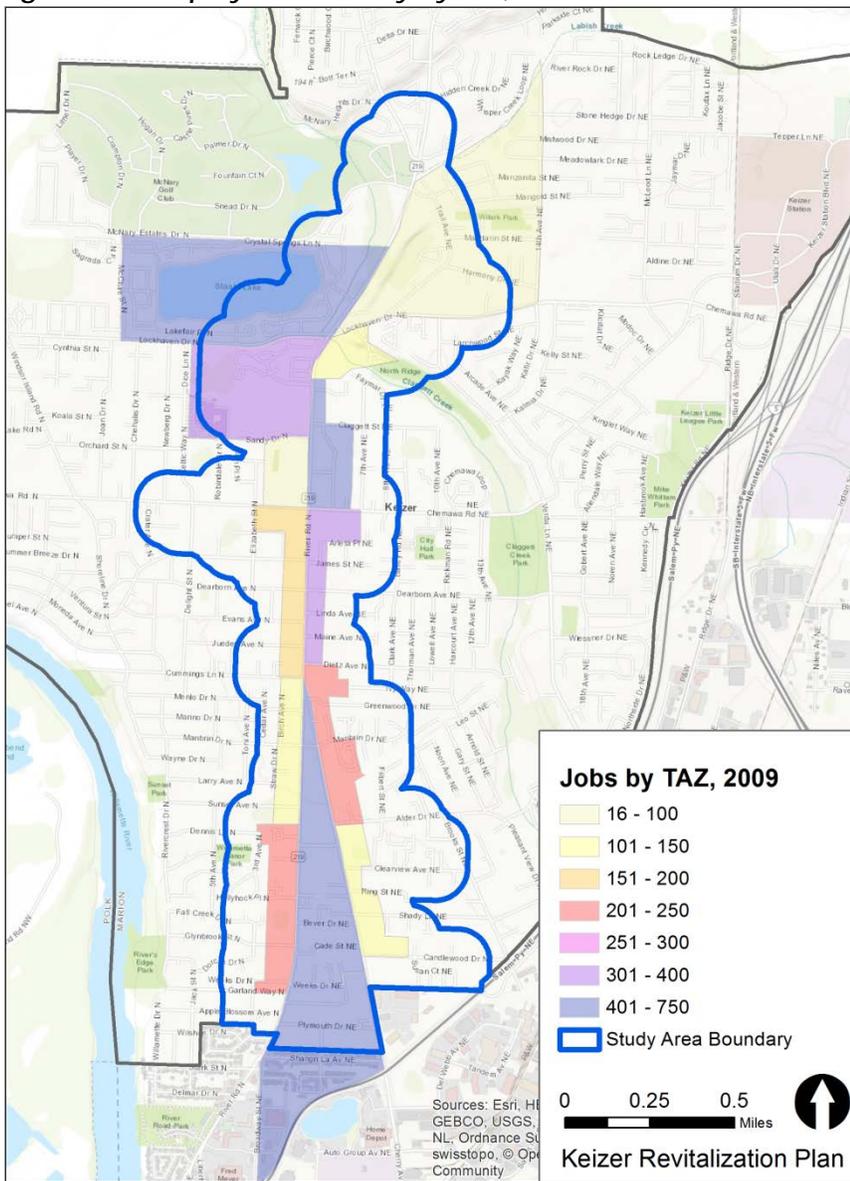
The following miscellaneous roadway projects relevant to the Keizer Revitalization Plan were also identified as requiring additional investigation or monitoring.

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

## Location of major employers and trip generators

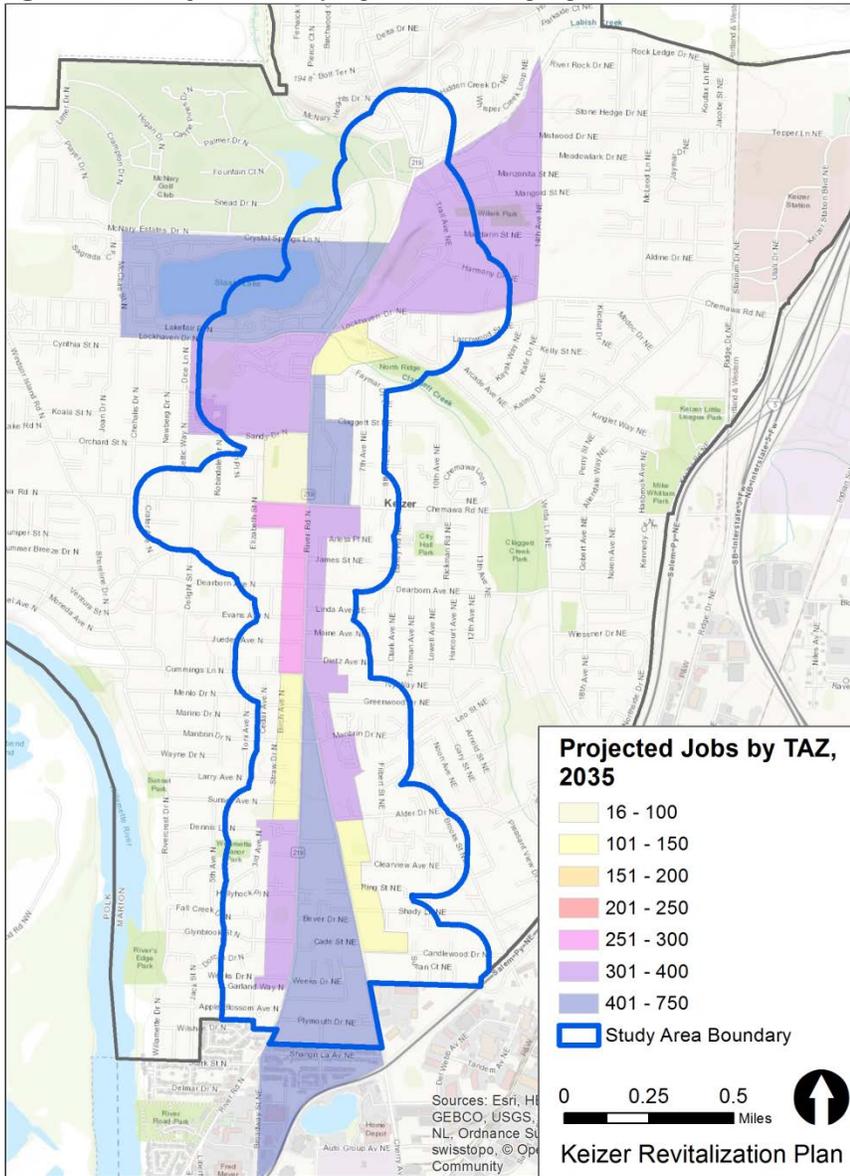
The following maps highlight the concentrations of employment for the TAZs within the study area. These are considered “trip generators” because they represent the areas with destinations to which people are driving, walking, biking or riding the bus. Figure 27 depicts the employment density as measured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

Figure 27— Employment Density by TAZ, 2009



Source: MWVCOG

Figure 28— Projected Employment Density by TAZ, 2035



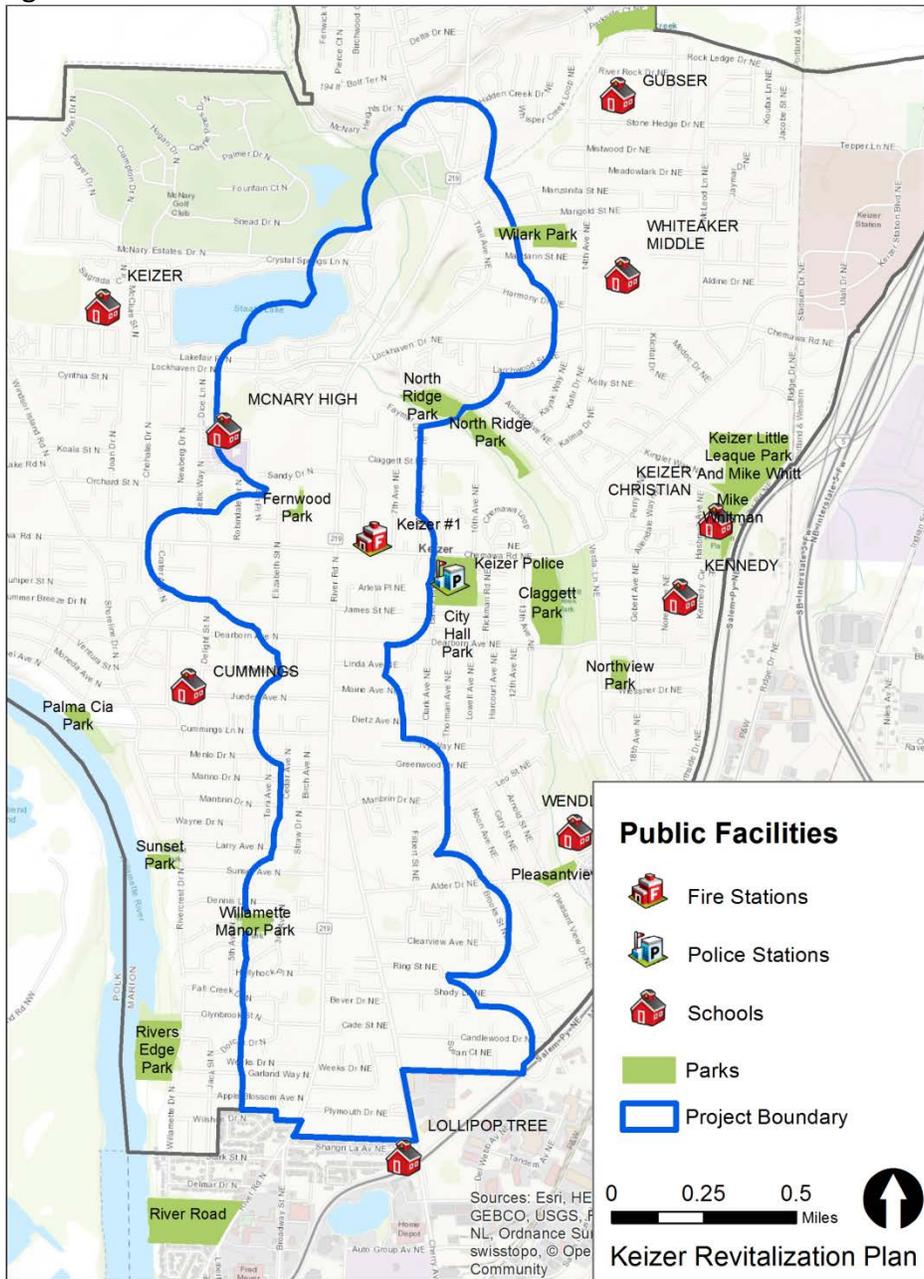
Source: MWVCOG

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

## Section 5— Public Facilities

Figure 29 shows the location of schools, parks, police stations, and fire stations in Keizer. McNary High School is the only high school in the city, and it falls within the boundaries of the study area. Keizer Fire Station #1 is also within the study area, while the Keizer Police Station is just outside the boundary on Chemawa Road. As for parks, there is very little land devoted to this use within the study area; the few parks that are within the boundary are North Ridge Park, Fernwood Park, and Willamette Manor Park.

Figure 29— Public Facilities



Source: Marion County, ESRI

## **Utilities**

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

### **Water**

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

### **Wastewater**

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

### **Stormwater**

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