



# Keizer Revitalization Plan

## Draft Memorandum #1: Goals and Vision for Revitalization

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# Introduction and Overview

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

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

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

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

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

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

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

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

# Keizer Compass Vision 2029

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

## **A Thriving Local Economy**

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

## **Responsible Growth and Development**

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

## **Balanced Transportation**

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

## **Excellent Public Services**

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

# River Road Renaissance Plan

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

## Overall Vision

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

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

## Description of Development Centers Concept

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

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

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

## Individual Profile Descriptions

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

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

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

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

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

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

## Guiding Principles for Implementation

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

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

## McNary Activity Area Plan

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

### Access and Circulation

#### Access to Arterial and Collector System

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

#### Policies

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

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

## Parks, Recreation and Environment

### Action

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

### Policy

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

## Zoning

### Action

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

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

## The (AC) Activity Center Overlay Zone

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

## The (MU) Mixed Use Zone

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

# Comprehensive Plan

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

## Significant Natural and Cultural Features

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

## Urban Growth and Growth Management

- *Conserve resources by encouraging orderly development of land by adopting efficiency measures that will further allow for the efficient use of urban land.*
- *Establish as a high priority construction of public improvements in areas where sewer and water facilities are already provided, particularly stormwater facilities, and streets.*
- *Provide appropriately designated vacant buildable land in adequate quantities to meet the forecast needs of Keizer to 2033.*
- *Provide a development pattern which:*
  - a) *Encourages stabilization of existing neighborhoods.*
  - b) *Encourages affordable housing.*
  - c) *Creates a town center for Keizer. (2013)*
  - d) *Creates new employment opportunities in Keizer.*
  - e) *Preserves open space areas along Claggett Creek, and the Willamette River.*

## Commercial and Industrial Development and Mixed Use Development

- *Provide infrastructure needed to support economic development.*
- *Support and assist existing businesses in Keizer.*
- *Provide areas intended for development that combines commercial and residential uses in a single building or complex. These areas will allow increased development on busier streets without fostering a strip commercial appearance. The designation encourages the formation of neighborhood “nodes” of activity where residential and commercial uses mix in a harmonious manner. This development type will support transit use, provide a buffer between busy streets and residential neighborhoods, and provide new housing opportunities in the City. The emphasis of the nonresidential uses is primarily on locally oriented retail, service, and office uses. Commercial development may occur within the same building or complex as residential development. Clusters of residential and commercial uses around landscaping features or parking areas will also occur. Development is intended to be pedestrian-oriented with buildings close to and oriented to the sidewalk. Parking may be shared between residential and commercial uses.*
- *Provide for strip commercial developments in areas where this is the predominant existing land use.*
- *Provide for neighborhood commercial centers.*
  - a) *Allow shops and services, which are easily accessible to residential areas, and are used frequently by neighborhood residents.*
  - b) *Locate neighborhood centers at Chemawa and Windsor Island Road.*
- *Provide for limited mixing of office, commercial, and industrial land uses when such mixing does not reduce the suitability of the site for the primary land use designated in the plan.*

- *Encourage the expansion or redevelopment of existing neighborhood commercial facilities when the density or socio-economic characteristic of households using the facilities change or when residential densities increase.*
- *Concentrate major commercial and industrial development along major arterials. Allow neighborhood shopping and convenience stores in residential areas, providing such developments meet compatibility standards described in the implementing ordinances. Such standards shall be clear and objective and not have either the intent or the result of precluding all such development.*

## Housing

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

## Transportation System Plan

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