

KEIZER REVITALIZATION PLAN

Adopted by Keizer City Council on
 September __, 2019
 Ordinance # _____



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

Executive Summary

Overview and Process

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

Goals and Objectives

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

Goal A: A Thriving, Diverse Corridor

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

Goal B: Thoughtful Growth and Redevelopment

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

Goal C: Excellent Transportation and Public Facilities

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

Recommendations

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

Land Use and Urban Design

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

- Lockhaven Center
- Chemawa Center
- Cherry Center

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

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

Transportation

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

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

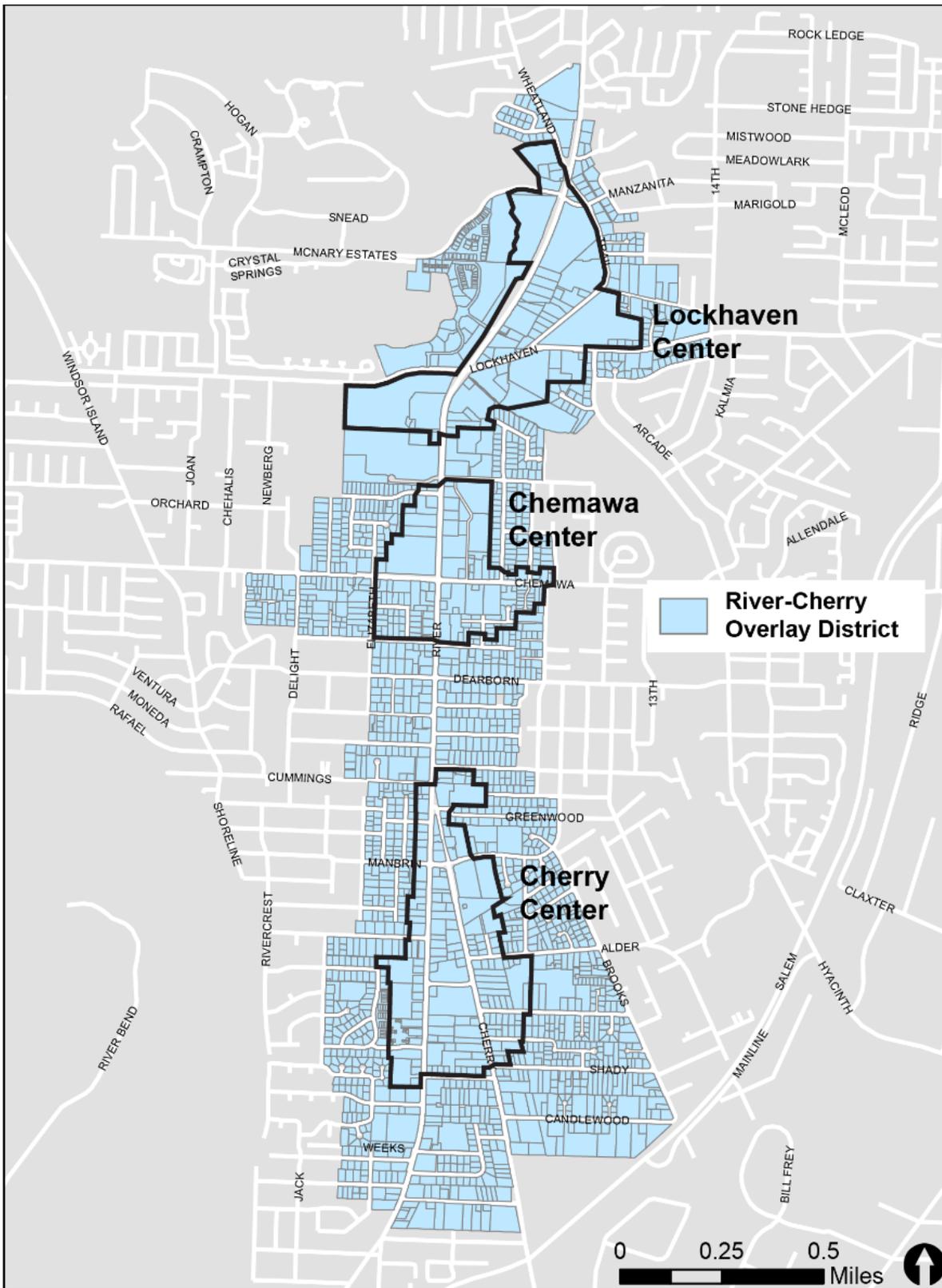
Public Investment

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

The key public investment initiatives include:

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

Figure 1 – River-Cherry Overlay District (RCOD)



Source: City of Keizer, Marion County, ESRI

Section 1. Background and Planning Process

Project Overview

Background

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

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

Project Plan Area

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

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

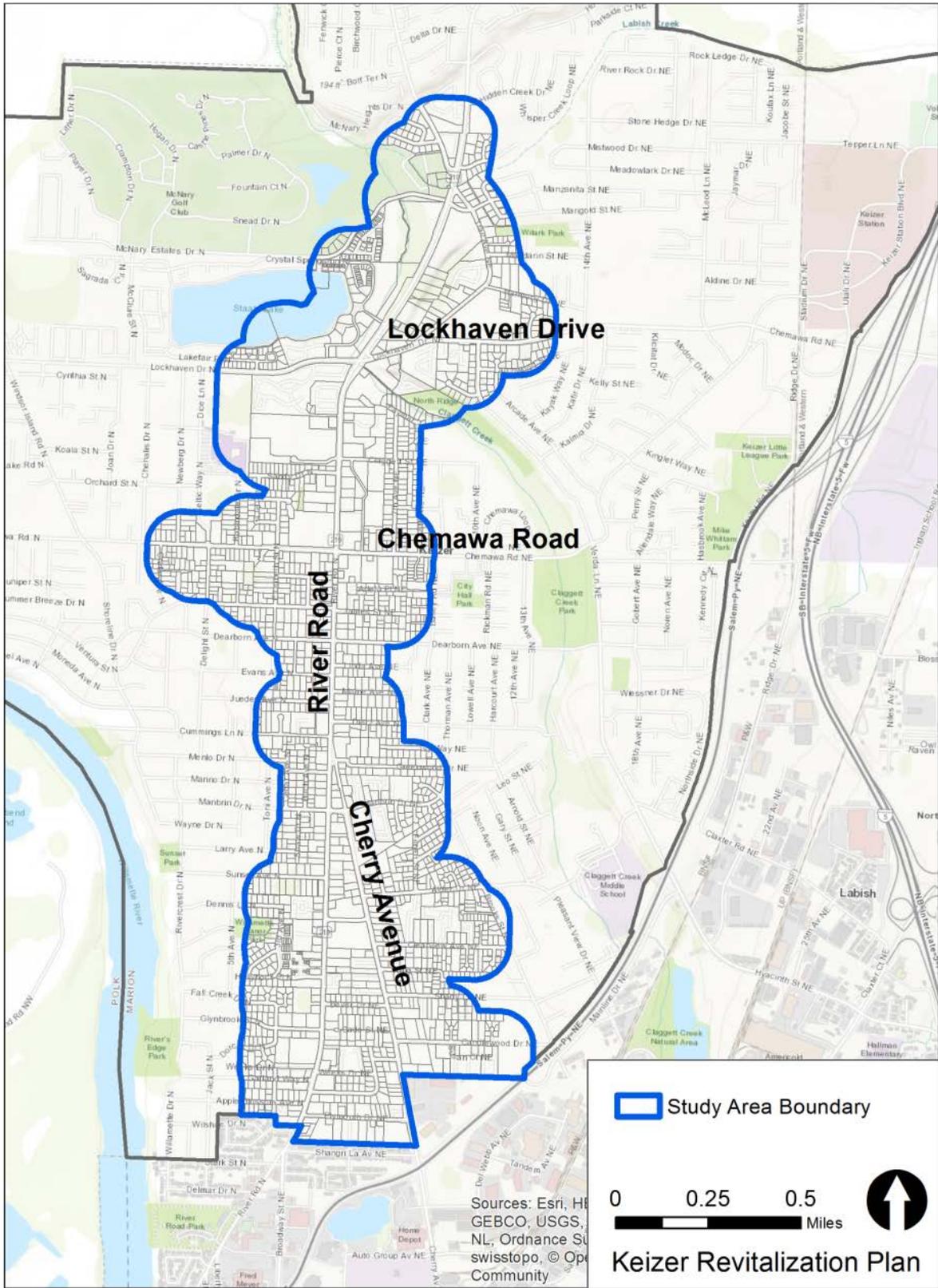
Plan Goals and Objectives

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

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

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

Figure 2— Plan Area Map



Source: City of Keizer, Marion County, ESRI

Planning Process and Public Engagement

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

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

Informational Materials

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

Citizen Advisory Committee Meetings

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

Stakeholder Meetings and Interviews

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

Public Meetings

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

City Council and Planning Commission Work Sessions

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

Existing Conditions

Land Use

Comprehensive Plan

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

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

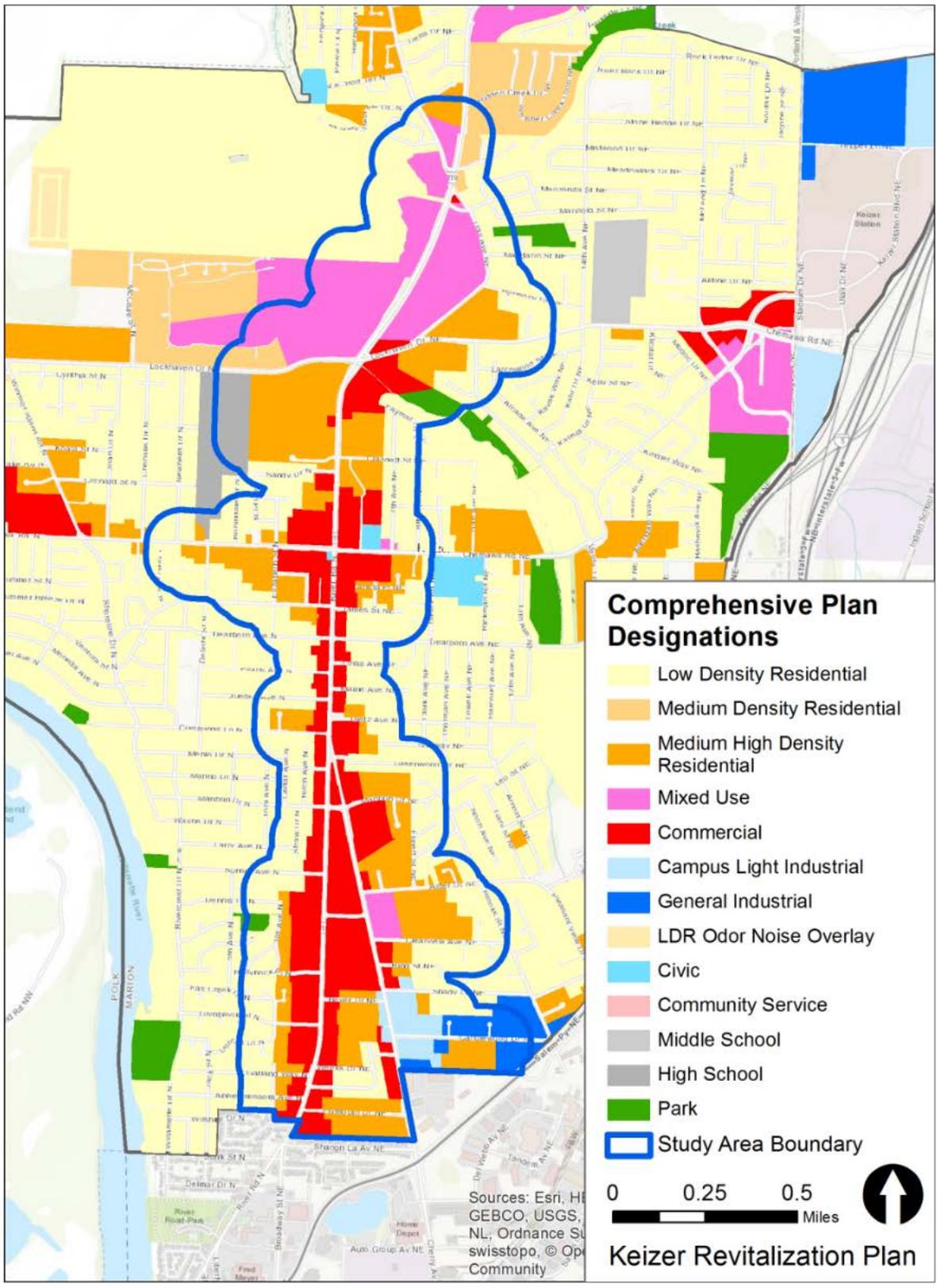
Zoning

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

Land Use Patterns

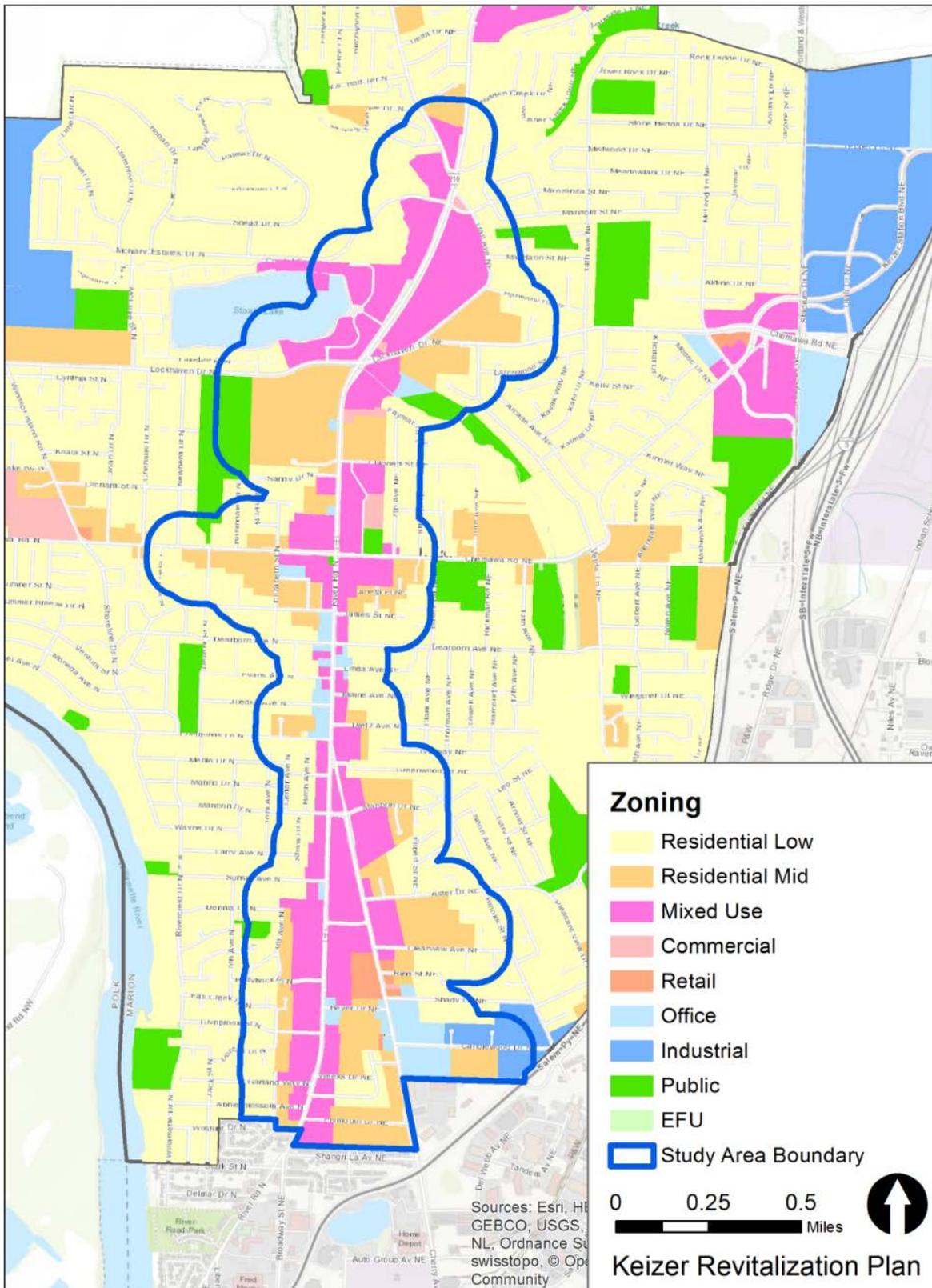
The Marion County assessor categorizes the uses of each property within the county; this data is mapped in Figure 5 below. The geographic patterns seen in the land use map follow closely the patterns already seen in the comprehensive plan and zoning maps. However, the land use data indicates the actual current use for each property in the city, as opposed to indicating what type of development is allowed on these properties in the future. Figure 5 shows that the lands along River Road and Cherry Avenue are dominated by commercial uses. Multifamily housing is also prevalent along the edges of the commercial areas, often serving as a transitional area between commercial and single-family residential uses. Still, there are several places within the study area where single-family homes are immediately adjacent to these commercial uses.

Figure 3— Comprehensive Plan Map



Source: City of Keizer, ESRI

Figure 4— Zoning Map



Source: City of Keizer, ESRI

Transportation

Existing Conditions

Pedestrian Facilities

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

Bicycle Facilities

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

The overall condition of the bicycle facilities along River Road is generally poor due to the facility gaps, posted speed, number of vehicle lanes, and average daily traffic (ADT) volumes. The overall condition of bicycle facilities along Cherry Avenue is generally good as continuous facilities are provided throughout the entire length of the roadway, the number of vehicle travel lanes is reduced to three, and the ADT is lower in comparison to River Road. It is worth noting that the City’s TSP identifies an alternative parallel bicycle route to the west of River Road along Windsor Island Road, Shoreline Drive, and Rivercrest Drive.

Transit Facilities

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

- Route 9: Cherry/River Road operates as a standard service line providing transit service along River Road and Cherry Avenue with 30 to 60-minute headways during most of the day.
- Route 14: Windsor Island Road operates as a standard loop service line with 30-minute headways providing transit service from Keizer Station to Windsor Island Road via Lockhaven Drive. The bus then returns to Keizer Station along Chemawa Road.
- Route 19: Broadway/River Road operates as a frequent service line providing transit service along the full-length of River Road with 15-minute headways during most of the day and 30-minute headways after 7:00 p.m. Buses run on all routes on weekdays from approximately 6:00 a.m. to 9:00 p.m.

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

Qualitative Multimodal Assessment

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

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

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

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

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

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

Bicycle Level of Traffic Stress

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

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

Public Facilities and Services

As detailed in Appendix 2, the capacity of Keizer’s public facilities and services pose no significant barriers to new development or redevelopment within the study area.

Water

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

Wastewater

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

Stormwater

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

Market Analysis

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

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

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

Scenario Analysis

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

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

Background Documents

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

Section 2. Land Use and Urban Design

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

Goals and Assumptions

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

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

Analysis

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

Recommendations

Comprehensive Plan and Development Code Amendments

Comprehensive Plan

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

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

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

Development Code

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

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

Permitted uses

The proposed amendments address:

- Mixed-use development
- Housing variety
- Employment

Development and Design Standards

The proposed amendments address:

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

Frontage Improvement Requirements

The proposed amendments:

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

Code Structure and Administration

The proposed amendments update code structure and administrative procedures to:

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

Land Use and Urban Design Approach by Area

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

Corridor

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

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

Centers

Elements of the RCOD that apply specifically to Centers include:

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

Section 3. Transportation

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

Goals and Assumptions

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

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

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

Analysis

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

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

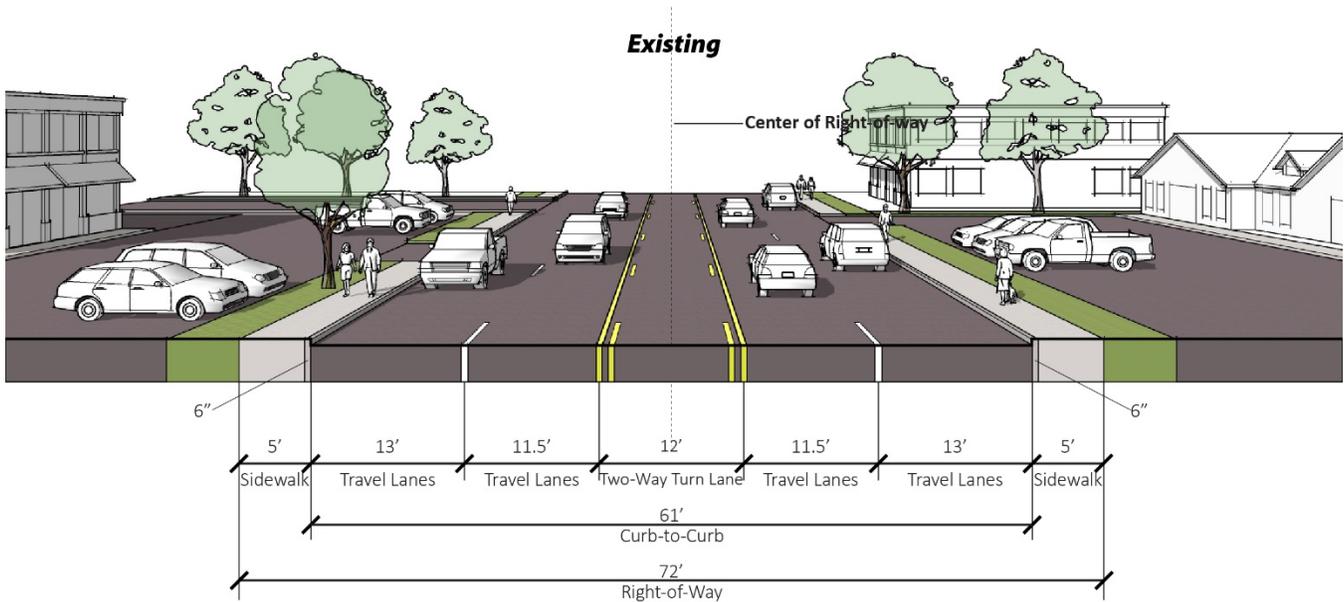
However, the Multimodal Transportation Assessment included a Qualitative Multimodal Assessment of pedestrian, bicycle, and transit facilities and identified several areas that ranked “poor,” the lowest ranking. The recommended improvements are intended to address these “poor” facilities through the provision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

Recommendations

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

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

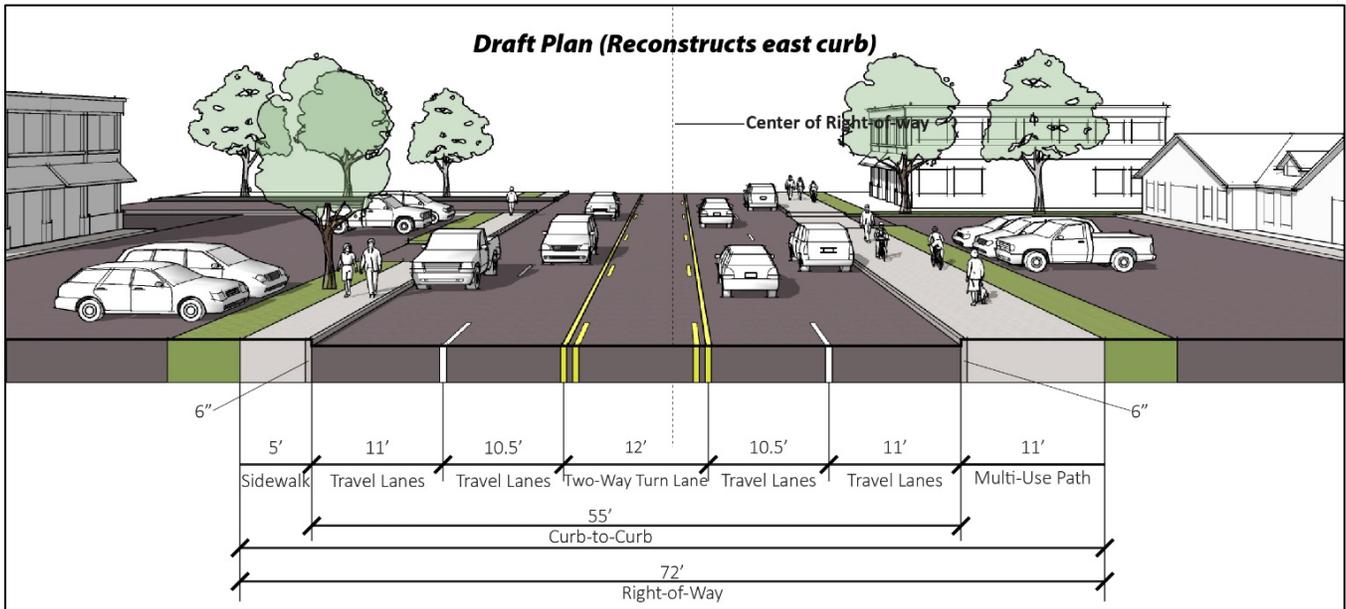
Figure 6 – Existing River Road Cross-Section



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

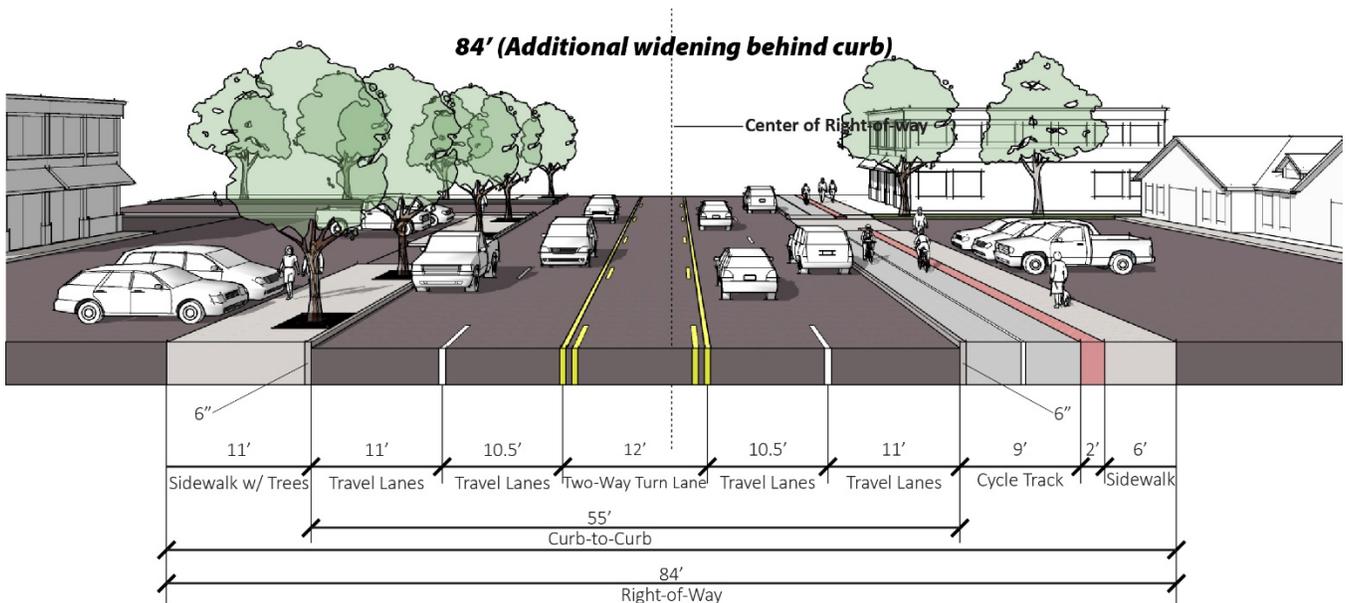
The multi-use path alternative would provide separation between the travel lane and the non-motorized space to accommodate users of all skill levels, ages, and abilities. Though the graphic shows the path on the east side of River Road, the path could be constructed on either side of River Road as determined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

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



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

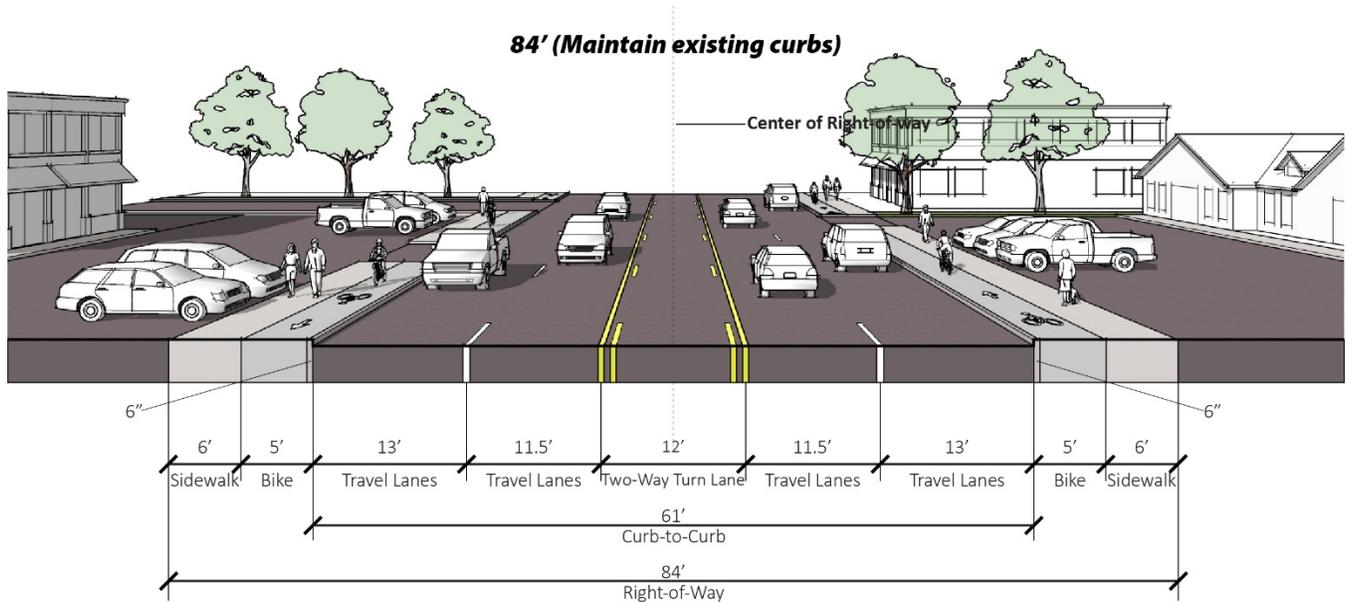
Figure 8 – River Road Cycle Track within 84-ft. ROW (Chemawa Road to Southern Study Area Limits)



Another option would be to retain the existing travel lane width and curb locations and construct curb-separated bike facilities on either side of River Road within the 84-ft. right-of-way. This option would not allow for a landscaping strip and the bike facilities would be curb tight. These facilities could be constructed as 11-ft multi-use

paths on each side as segments are incrementally improved and converted to separate bike facilities and sidewalks as shown below once large sections are complete.

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



Improve Wheatland Road intersection

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

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

Re-align Manzanita Street and McNary Road Intersection

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

Create parallel North-South bicycle network

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

Parallel Routes West of River Road

An opportunity exists to provide a relatively direct north-south low stress parallel bicycle route via Celtic Way, Delight Street, Menlo Drive, and Rivercrest Drive. This parallel route has a rating of BLTS 1 and is suitable for

bicyclists of all ages, abilities, and skillsets. The Salem-Keizer School District has jurisdiction over Celtic Way and is responsible for operations and maintenance of the corridor between Lockhaven Drive and Chemawa Road. Coordination between the City of Keizer and the Salem-Keizer School District should be conducted to ensure approval of signing and striping associated with the recommended parallel route treatments.

Parallel Routes East of River Road

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

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

Develop sidewalk upgrade and infill program

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

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

Perform a road safety/mobility audit

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

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

Section 4. Public Investment

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

Goals and Assumptions

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

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

Analysis

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

Recommendations

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

Establish a Main Street Program

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

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

Create an Economic Development Program

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

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

Develop Public Parking Lot(s)

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

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

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

Create an Accessible Public Plaza

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

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

Section 5. Implementation Strategies

Goals, Objectives, and Actions

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

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

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

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

Table 2 – Goals, Objectives, and Implementation Actions Matrix

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

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

Goals, Objectives, and Actions	Category	Ongoing	Do Now	Do If	Do When	Responsibility
Identify and design 3 new public space (i.e. plazas)	PI/ED				X	Mayor and City Council, PPP
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	City Planning
Objective 3. Proximity and mix of uses in development centers that community members can walk, roll, or drive (short distances) to access.						
Modify zoning to pro-actively support mixed use development	LU&UD				X	City Planning
Develop zoning standards to promote “neighborhood commercial” feel	LU&UD				X	City Planning
Objective 4. Public improvements and private development that create an attractive, distinctive identity for the area.						
Develop Design Guidelines and Standards	LU&UD		X			City Planning
Streetscape improvements	PI				X	City, PPP
Open Space investments (such as plazas and Claggett Creek)	PI/ED	X			X	Parks Dept, PPP
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 along full length of River Road	PI, Trans		X			City Council
Develop separated bicycle facilities for extra safety to attract wider range of riders.	PI, Trans				X	City Council
Perform Safety Audit of River Road, Cherry Avenue and the arterial and collector intersections to at least two blocks beyond.	Trans		X			City Planning

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

Categories:

ED: Economic Development

LU&UD: Land Use and Urban Design

PI: Public Investment

Trans: Transportation

Land Use and Urban Design

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

Comprehensive Plan

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

Development Code

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

Transportation System Plan

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

Transportation Improvements

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

Public Investments

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

Next Steps

Future steps will include:

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

Section 6. Potential Funding Sources

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

Funding Public Investments

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

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

Encouraging Private Development

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

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

Potential Funding Matrix

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

Table 3. Potential Funding Matrix

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

Appendix 1. Goals and Visions for Revitalization

Appendix 2. Existing Conditions

Appendix 3. Market Analysis

Appendix 4. Gap Analysis and Implementation Strategies

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

Appendix 6. Public Investments

Appendix 7. Mobility Impact Assessment

Appendix 8. Multimodal Transportation Assessment

Appendix 9. Overview of Public Engagement