

Keizer Revitalization Plan

Draft Memo #6 Public Investments

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Introduction

This document describes a series of potential investments that may prove helpful in fulfilling the project goals identified in Memo #1 Goals and Vision for Revitalization. It represents one component of a collective set of documents that together form the implementation portions of the Keizer Revitalization Plan (KRP). This memo builds off the Gap Analysis Addendum dated October 26, 2018. It focuses specifically on fiscal investments, largely related to public infrastructure or agency programs.

Some of the proposed investments are detailed and specific, while others are more conceptual. This memorandum will be revised following discussion with City staff, the Planning Commission, City Council, and the Citizen Advisory Committee (CAC) in early 2019.

The following investments are numbered to coincide with the list of implementation actions contained within the GAP Memo Addendum. Accompanying each are references to the goals and objectives they target.

Public Investment Initiatives

1. Establish a Mainstreet Program

Mainstreet 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 often non-profit organizations operating independently. They may act similar in some ways to chambers of commerce but with a focus expanded beyond business success to include additional community values ranging from aesthetics and cleanliness to wayfinding and event hosting.

The State of Oregon provides program assistance through its Main Street American Coordinating Program¹. The program follows the nationally recognized Main Street Approach. Some of the fundamentals of such programs include:

- Developing and supporting an organization representing broad contingents of the community
- Using promotion to create excitement, attract customers and entice investors
- Understanding and supporting quality design to enhance the district. Design includes permanent features such as streetscape and architecture and also includes other amenities such as banners, ornamental flowers and clean-up programs.
- Analyzing market forces and create long-term sustainable initiatives

Oregon provides grants, technical assistance and hosts workshops and conferences periodically whereby cities can learn new skills. The Oregon program has four membership levels:

Table 1— Oregon Main Street Program

Participation Levels	Details	Assistance
Performing Mainstreet	Communities with advanced downtown programs utilizing the Main Street Approach ² .	Annual grants. Applications open January
Transforming Downtown	Communities that are committed to revitalizing and are using the Main Street Approach that need technical assistance.	Annual grants. Applications open January
Exploring Downtown	Communities demonstrating an interest in revitalization that want to learn more about the Main Street Approach.	Join anytime via " Exploring Downtown level application "
Affiliate Level	Communities looking for an opportunity to learn more about revitalization	Inquire at any time using the " Associate level application "

Detailed information is available at: <https://www.oregon.gov/oprd/hcd/shpo/pages/mainstreet.aspx>

2. Create and Economic Development Department ³

With an ever-changing economy and frequently shifting industries, it can be difficult for smaller to medium-sized cities to harness and maintain steady economic growth. Many Oregon communities are still feeling the effects of the reduced timber harvests and associated mill and other supporting industries.

In Keizer, flooding has also played a major role in limiting the early economic development that of mid-valley cities were based on. Farmers settled in Keizer during the 1840s, with major floods devastating the Keizer area as early as 1861 and continuing through the 1950s until dams were constructed along the Willamette and its tributaries. Developers largely stayed away from the lower lands within the Keizer area until this time, as investment in such a flooded area would be risky for most businesses.

In order overcome growth challenges, it isn't enough to simply attract major employers to offer jobs to the local community. To foster smart, lasting economic growth, it is helpful for small cities to shift toward a "place-based" approach for development. Place-based economic development refers to a strategy that builds upon the existing assets of the city, takes gradual steps to strengthen and empower communities, and focuses on long-term value to attract not just one business or industry, but a multitude of investments from a diverse range of business and industry.

Some examples of place-based economic strategies include fostering an advantage for a city based on its local talent, historic architecture and infrastructure, academic institutions, cultural and natural resources, and the general quality of life that the city has to offer.

The three fundamental components of a place-based economic growth plan:

Supporting Business: Bolstering and expanding existing local business, while attracting new business, is crucial to not only the creation of jobs, but encouraging financial sustainability, inspiring entrepreneurship, and diversifying the city's tax base. Identifying key economic sectors of the city's growths allows development efforts to remain focused and direct, which helps city staff use their limited resources wisely. This part of the strategy places emphasis on

Supporting Workers: Developing a strong, competitive workforce with equal employment opportunity benefits not only individuals, but the entire economy. Supporting a diverse range of skills and education backgrounds creates a resilient economy that attracts new businesses and offers the residents opportunities to learn new skills and pursue new careers.

Supporting Quality of Life: A city's quality of life is important for both its residence and businesses. There are many contributors to the quality of life of a city, including a healthy downtown commercial district with neighborhood serving shops and restaurants, access to green and open space throughout the city, a variety of transportation options that include public transit, bike lanes and trails, walking, etc., access to artistic, cultural and community resources like museums, public art, religious institutions and other areas that facility community gathering, academic institutions, and updated medical facilities. Emphasis on updated aesthetics across the city, as well as green infrastructure, can work effectively to provide a welcoming feel to the city while also benefiting the environment by way of trees, vegetation and collection ponds.

With a relatively young economy, the City of Keizer has a chance to redefine its strategy for an economic future that will revitalize its community. Creating this strategy often requires effort from all parties involved, including the local government, private stakeholders, nonprofit organizations, and others and will benefit the city for decades to come.

3. Develop Public Parking Lot/s

Parking influences place-making more than many realize. Businesses and business districts live and die because of parking. Insufficient parking will limit customers access and hurt sales. However, too much parking can create a sense of emptiness, signaling to potential customers that a place isn't worth visiting. A first step, described in memo #5 Development Code and Comprehensive Plan Amendments, is to right size the parking standards within the development code. Reducing minimum standards and allowing the property owner the build parking to match their business needs can result in smaller parking lots with more space being used for businesses.

The bigger step includes the City as an active partner in the provision of parking. This will require significant investment in both staff time and capital outlay. Under this implementation action Keizer would purchase land in areas where parking could be provided for shared public use. In the early years any public lots would take the standard form of surface parking. In the longer-term the surface parking lot 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 are able to park their car in one location and visit several shops or offices close by rather than driving and parking for each individual visit they make.

This public parking should not front key arterials or collectors directly, as these are the streets for which active storefront style development is most desired, and the lands are most expensive. It should instead be located one-half to two blocks off the major streets. Parking specialists generally assume that the average person will be willing to walk approximately 800 feet to reach their primary destination. The following diagram highlights the areas within 800 feet of River Road. The map shows the land along the arterial corridors matching that distance, plus three focal points where this plan is prioritizing quality walking environments. Public parking facilities should be located within the shaded areas on the map.

\$7,000 each to create. At the same time, parking often consumes more of an owner's property than the building itself. Reducing, or eliminating the need for onsite parking can open the door to expanded investment and subsequent business transactions. Bringing Urban Renewal back to Keizer however may not be feasible.

- Local or Business Improvement Districts (BID) can be formed to share the costs of a future parking lot facility. This model could be used solely with private owners, or with City involvement. It would also likely require City support through the entitlement process and perhaps legal support in developing the appropriate shared parking and maintenance agreements. A locally developed BID would place the majority of the responsibility and costs in the hands of some self-motivated property owners.
- Establish a parking management fund that 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.
- The City can also develop a long-term plan whereby existing revenue streams are budgeted for future acquisition and development of parking lot/s.

4. Construct a Modified Streetscape Design

River Road along with three primary nodes are positioned to become more walkable and vibrant. The corridor provides for many cars each day and is encumbered safety issues, congestion, and property access is it performs the job of be the sole north/south travel way through the City. Modified streetscape designs for River Rd. and Cherry Ave. could transform the corridor with multi-modal design treatments. These may include items such as improved sidewalks, bike lanes, improved pedestrian crossings, consolidated driveways, removal of center turning lanes and several intersection improvements.

Memo #8 Multimodal Transportation Assessment included a detailed analysis of the arterial corridor. It divided River Road into two parts with segment #1 being north of Chemawa Road and Segment #2 continuing southward. It resulted in qualifications of "Fair" for walking, biking and transit us north of Chemawa Rd and the same for Segment #2 with the exception of biking where the lack of lanes led to a "Poor" determination. The memo goes further into details on proposed improvements. There are four alternative approaches summarized in the following images taken from the memo.

Figure 2 – Suggested Improvements

South of Chemawa Road, the curb-to-curb distance shrinks from 70 feet to 60 feet, losing the bike lanes on each side of the road. The first option presented to provide bike lanes on the southern section removes the existing Two-Way Travel Lane (TWTL) also known as a center turn lane, in order to make room to buffered bike lanes on each side. Buffered bike lanes will support bicycle commuters but may be too close to vehicle traffic for some to feel comfortable.

Exhibit 1: Existing River Road (Chemawa Road to Southern Study Area Limits)

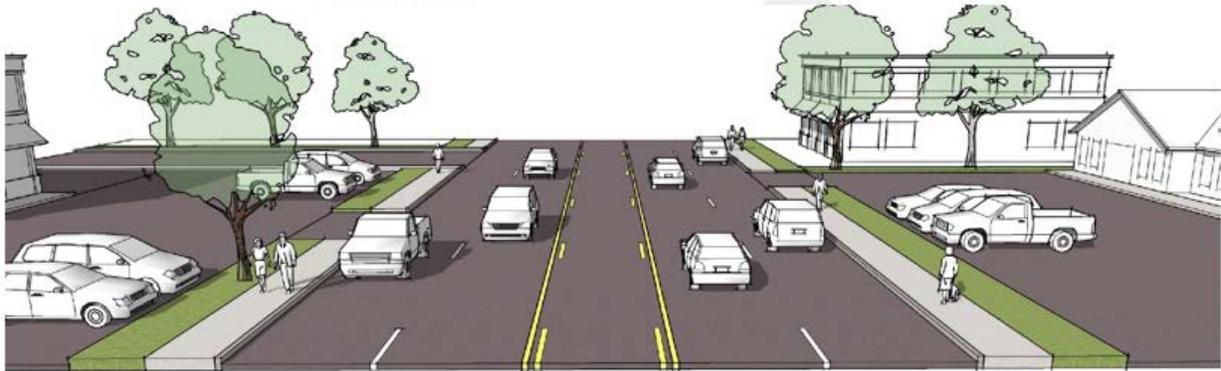
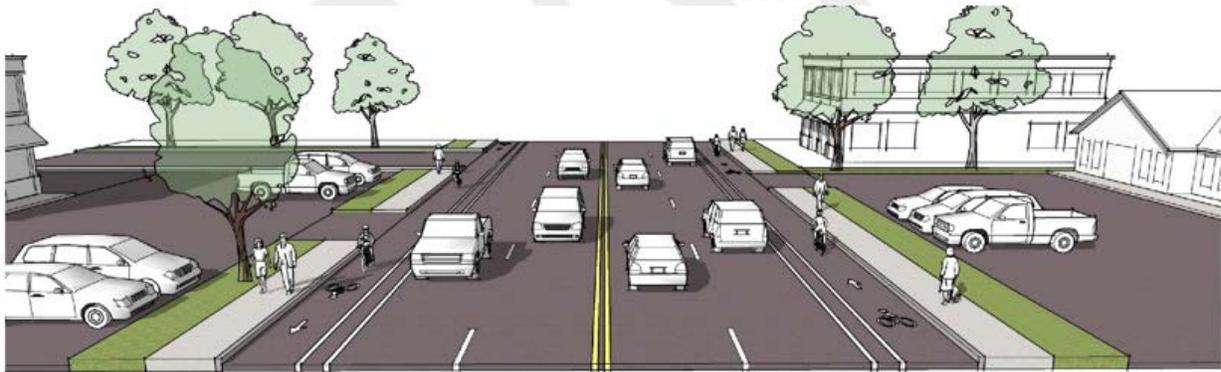
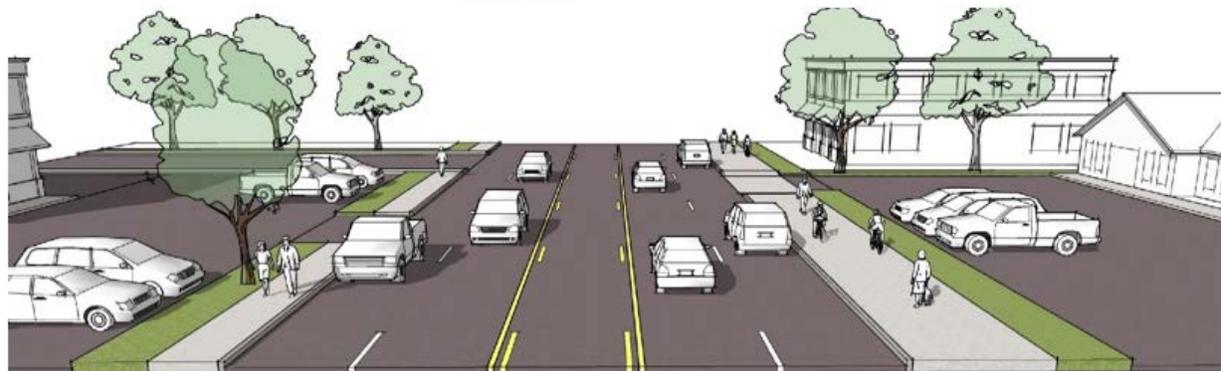


Exhibit 2: River Road TWTL Removal –Buffered Bike Lanes (Chemawa Road to Southern Study Area Limits)



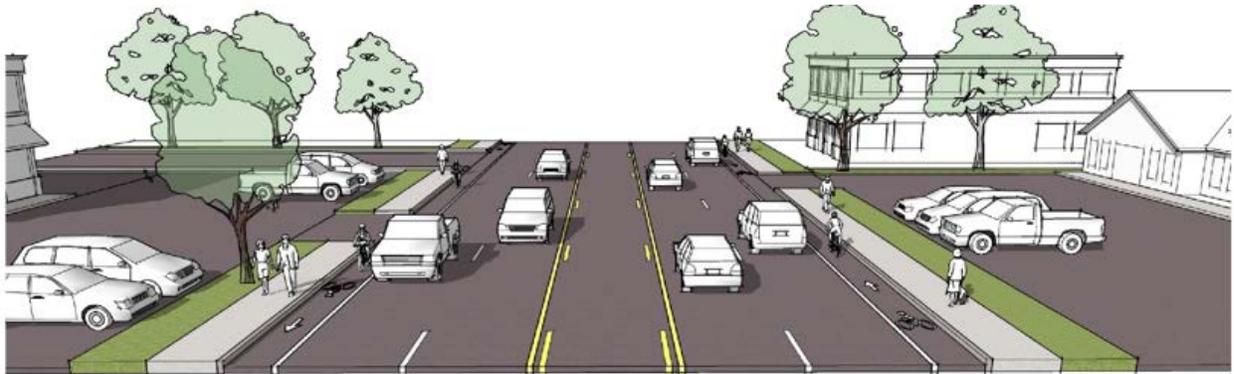
The second option proposed includes a shared use bi-directional bike and walking path, or sidewalk, on the east side of River Road. To make room for the path, lanes widths would be decreased from 12 to 10 feet. The separated shared path would be inviting for cyclists of all ability and age levels.

Exhibit 3: River Road – Multi-use Path (Chemawa Road to Southern Study Area Limits)



The last option, shown below, retains four travel lanes and the center turn lane. It creates bike lanes by shrinking the lanes to 10.5 feet and introduces narrow, 4 foot wide bike lanes. This solution would impose minimal change on automobile traffic but the narrow bike lanes would not be suitable for all users.

Exhibit 4: River Road TWTL Maintained – Bike Lanes



Source: Kittelson Associates

5. Enhance Claggett Creek Near Lockhaven Intersection

As Claggett Creek flows toward the Intersection of Lockhaven and River Road it is contained within a roughly 65-foot-wide cement channel. It is largely hidden from view, faced by parking and the windowless sides of the adjacent buildings.

Figure 3 – Claggett Creek



Source: Google Earth

Figure 4 – Claggett Creek looking SE



Source: Otak, Inc.

The current treatment of the creek leaves it fenced off from public view. Natural features, especially waterways can be harnessed to transform places. The example below shows a Seattle project known as the Thornton Creek Water Quality Channel. The project was completed through by Seattle's Public Utilities. The Utility bought the 2.7 acre property and used grant funding to remove a 60" stormwater pipe and replace it with a daylighted stream and surface stormwater facility that became the centerpiece of a future development. For context, the size of parcel and length of the creek is similar.

Figure 5 – Thornton Creek Water Quality Channel, Seattle



Source: www.seattle.gov. This report is available on the City of Seattle web site (<http://www.seattle.gov> and search for "Thornton Creek Water Quality Channel")

Figure 6 – Potential Development Concept



Source: Otak

The Seattle project rebuilt the entire 8.5 acres site. Even without changing the existing large buildings however, the Clagget Creek site could still be transformed. Imagine a more natural looking stream channel with trees, shade and water tumbling over rocks into small pools. It could have public plaza space and outdoor dining up against the creek instead of just parking lots. The development concept also includes a wide pedestrian promenade in front of the RiteAid and Walmart buildings. Together, these changes could reinvent the site, creating a destination that caters to many daily needs that is a pleasant and desirable destination in and of itself. This opportunity would not be expected to be realized completely through public funding sources. The Thornton Creek project was funded through a state grant for stormwater and habitat upgrades. If a similar source is available for the creek restoration, it could be used in combination with private resources.

Project such as this sometimes take the form of a public private partnership where the public invests in an area for the benefit of both the property owner and the public at large. In return the property owner invests in the property with new development that meets public goals such as new housing, offices, or mixed-use buildings.

6. 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.

A conceptual intersection design is shown below.

Figure 7 –Wheatland Road Intersection Concept



Source: Figure 4.9 from Keizer TSP

7. Re-Align Manzanita Street and McNary Road intersection with River Road

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. A conceptual redesign is shown on the following page. Moving the intersection southward and aligning or re-routing trail avenue traffic along a Manzanita Street realignment can provide access and frontage to several new developable city blocks.

The potential development around this new intersection would enlarge the northern activity area, connecting this area economically with the intersection of Lockhaven Dr and River Rd. The site is currently vacant. Public investment in the roadway could entice private investment in the newly accessible parcels. Further, it can provide a proving ground for building in accordance with the walkable standards described in Memo #8 and the access management policies of the TSP.

The figure below shows a how a combination of commercial and residential uses could be located in this area. The dead-end Trail Avenue segment provides access to what is shown as two three-story apartment or condominium buildings. The largest of the new sites is shown with a three-story mixed-use building and two accompanying multi-family residential buildings. Sharing a site such of this allows for businesses and residents to share the parking, allowing a smaller than standard parking lot to effectively serve uses that occupy the lots at different times of day. Moving south, a parallel street provides access to additional residential and office or retail sites. On the west side of River Road, the land occupied by relocated McNary road segment could be used for an office building similar to those that are just to the north. Responding to input received from the public, this concept also includes a possible community center.

Figure 8 –Manzanita Street Development Concept



Source: Otak, Inc.

8. Develop Sidewalk Upgrade an Infill Program

This action item is divided into two pieces – sidewalks along arterials and sidewalks along the many streets that connect the neighborhoods to them.

River Rd and Cherry Ave include sidewalks for their full lengths that allow for pedestrian mobility. In some places, planter strips have been installed to separate or buffer people walking from the traffic streaming by. This treatment dramatically enhances the walking experience and provides additional pedestrian safety. The places where the sidewalks have been upgraded, or already include a planter strip separating them from auto traffic are shown in green on Figure 11 Sidewalk Retrofits and Infill.

Figure 9 – Upgraded Sidewalk



Source: Otak, Inc.

The majority of the “High Quality” sidewalks on River upgrades were developed with the City’s now defunct urban renewal program. The yellow segments on the map, labeled “Needs Improvement” do not include planter strips and therefore are not up to City Standards.

If and when development occurs, these property frontages are typically upgraded by the developer to include the required planter strips. Beyond waiting for development to occur however, the City does not have a funded project set up for upgrading the sidewalks the project area’s two arterials.

The second component of the project involves upgrading the streets that connect nearby neighborhoods to River Road and Cherry Avenue.

Goal #1 of the Transportation System Plan calls for the City to *“Increase miles of sidewalks along streets that connect to transit routes and neighborhood trip generators (i.e. schools, parks, community centers, shopping centers, etc.)”* River Road and Cherry Avenue provide the locations for many of the City’s trip generators, with River also being the road with transit stops.

Figure 10 – “Needs Improvement” Sidewalk

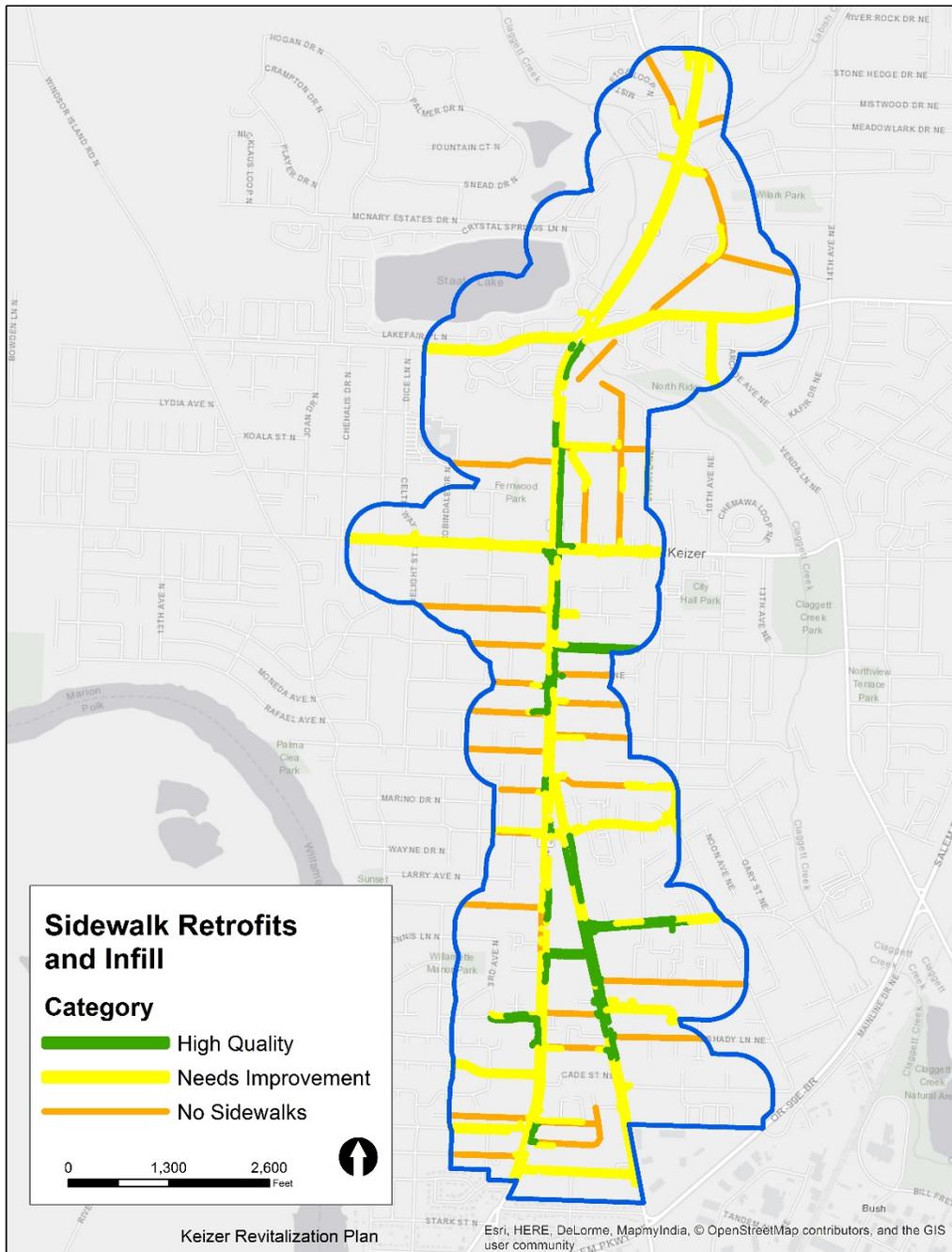


Source: Otak, Inc.

Toward the realization of this goal the map identifies the streets that connect to River Road or Cherry Avenue that currently do not have sidewalks. They are orange on the map. Table 4.1 of the TSP declares that the standard designs for all street types within the City include sidewalks. When

development occurs on any of the streets within the study area property owners are charged with building or upgrading the street and sidewalks to the current standard. Some of these upgrades are included in the TSP's Table 1.9 with target time frames and costs. For the others, beyond waiting for development to occur however, the City does not have a funded project set up for building sidewalks on all these streets.

Figure 11 – Sidewalk Retrofits and Infill



Source: Otak, Inc., City of Keizer, ESRI

The TSP identified in 2009 that approximately \$24 million would be needed to accomplish the plan's 20-year goals. It included a discussion of potential funding sources, a number of which could apply to a sidewalk upgrade and infill program. The four most applicable funding sources are:

- State Transportation and Enhancement funds and Bicycle/Pedestrian Grants
- Stormwater grants for green street treatments that could be done through planter strip swales
- Local Improvement Districts (LID) whereby adjacent property owners contribute to cover the cost of upgrades.
- Tax Increment Financing – also known as Urban Renewal if it were to be re-initiated

9. Create Parallel North South Bicycle Network

As described in Memo #8 Multimodal Transportation Assessment, the entire length of River Road within the study area is rated for a Bicycle Level of Traffic Stress (BLTS) of 3 or above. This is mainly due to the lack of bicycle facilities, the relatively high speed of travel and the number of vehicle travel lanes. While the proposed upgrades could lower this to a level of #2, many riders would still not choose River Road if there were lower stress options.

In the memo, two parallel routes were identified that would be within 0.4 miles of River Road. These options could facilitate bicycle travel by riders with a large range of skill and confidence levels. These potential Neighborhood Greenways are described as:

Parallel Routes West of River Road

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

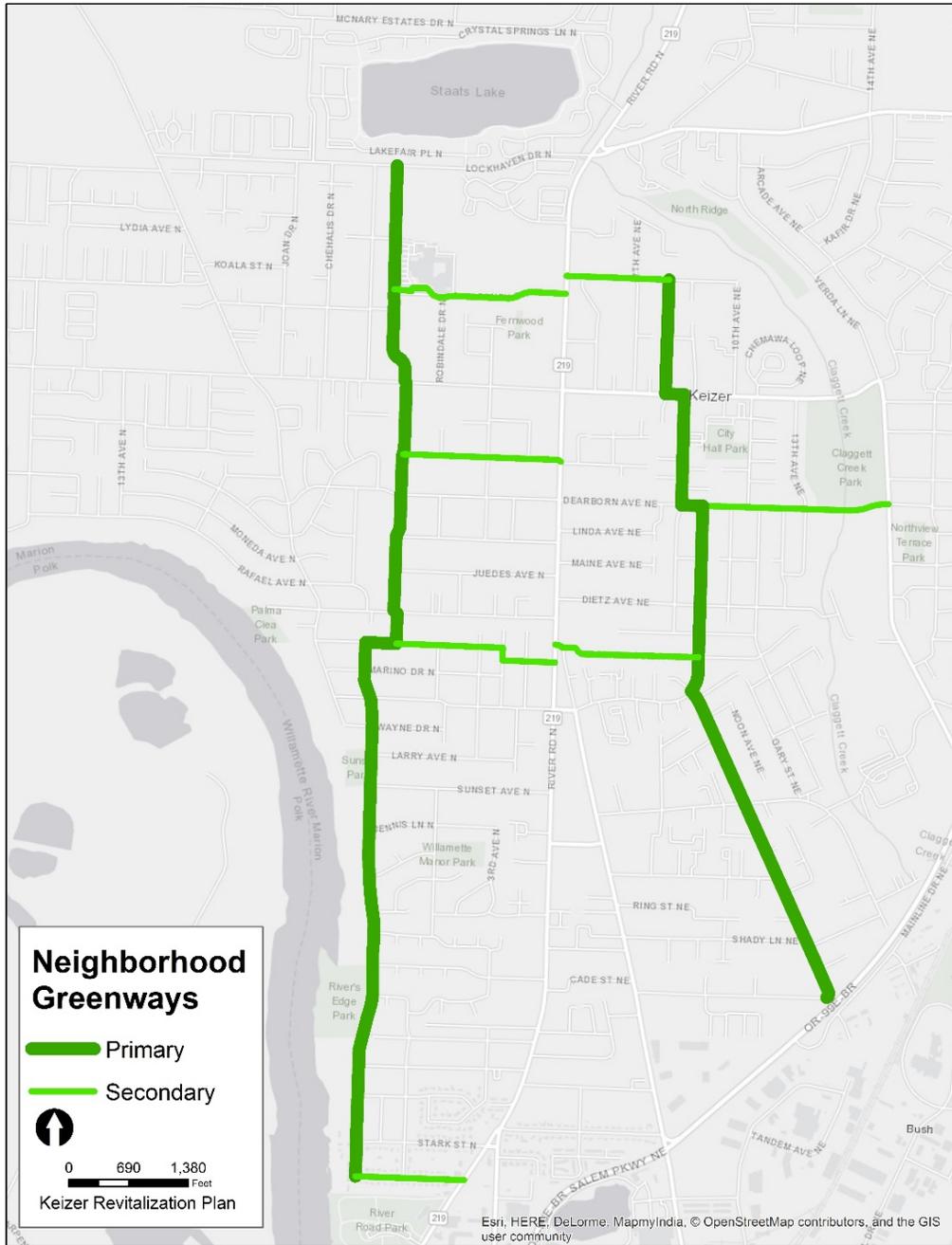
Parallel Routes East of River Road

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

The following section provides guidance on traffic calming measures suitable for parallel routes, or “neighborhood greenway” facilities to help reduce vehicular speeds and neighborhood cut-through traffic while providing wayfinding signage to ensure bicyclists remain on designated low-stress parallel bicycle routes.

In addition to the parallel routes, a series of secondary routes have been identified to facilitate bicycle travel from the north-south Neighborhood Greenways to area attractions and the River Road / Cherry Avenue corridor.

Figure 12 –Proposed Neighborhood Greenway



Source: Otak, Inc.

10. Perform a Road Safety / Mobility Audit

The Federal Highway Administration describes a Road Safety Audit (RSA) as a multi-disciplined approach, evaluating transportation facilities' safety and performance for all potential road users. Mobility and safety concerns are ever present for arterials such as River Rd and Cherry Avenue. The multimodal analysis presented by memo #8 identified a series of improvement concepts. An audit could be performed prior to detailed design of the improvements.

The safety or mobility audit would typically involve three primary components:

1. Synthesis of information from plans such as Keizer's TSP, accident data, transit records and user feedback through a kickoff meeting. A diverse group of users and experts should comprise the study team. Be sure to include planners, engineers, urban designers, representatives from non-auto groups such as Oregon Walks and possibly groups such as the Mid-Valley Bicycle Club, and Northwest Senior and Disability Services.
2. Field visit –travel the corridor with selected members of the team documenting issues such as functional sidewalk widths and conditions, barriers to those using mobility devices, driveway slopes exceeding ADA standards, operation of pedestrian operated facilities including timing of walk cycles, intersection curb radii and cross-traffic turning movements that could cause conflicts.
3. Documentation of the review materials, field visit, and suggested remedies should be detailed in a final report that can be used to guide future repairs and upgrades.

Figure 13 – Example Items for Safety / Mobility Audit
 Below: Uneven pavement Right: No ADA treatment



Below: Overly wide curb radii Right: High quality facility



Source: Otak, Inc.

The result of the Safety / Mobility Audit would be incorporated into the City's next TSP and Capital Improvements Plan and used as the base for development of refined street designs.

11. Create an Accessible Public Plaza

The Keizer Revitalization Plan suggests that the City invest in two plazas during the next decade or two. One 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.

Figure 14 –Walery Plaza



Source: Otak, Inc.

The existing city-owned property could be expanded through potential purchase of some of the property that houses the Domino's Pizza. The enlarged site could be reconfigured. The northern end of Cherry Avenue could still support vehicle travel, but in a rebuilt configuration as a festival street that is a combination street and public space that can be closed for parades, festivals and markets. The land just behind the tree, could be rebuilt into a public plaza with shade trees. The entire block could include an updated sidewalk that incorporates planter strips that separate walkers from vehicle traffic. The site currently hosts more parking than is warranted. A new building could be developed, perhaps as a public private partnership that capitalizes on the new plaza.

Figure 15 –Design Concept for Walery Plaza



Development Summary:

- | | |
|---|---|
| (A) Plaza with trees | (D) Tree planting or storm water planters
Separated sidewalk |
| (B) Shared driveway | (E) Consolidated driveway |
| (C) Festival street (painted or raised)
Could be closed to cars for events | (F) Future development focused on plaza |

- Legend:
- Mixed-use
 - Office

Source: Otak, Inc.

Public plazas, such as the one shown in the sketch above, 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).

¹ Sheri Stuart, Main Street Coordinator. Oregon Main Street. 725 Summer ST. NE, Ste. C. Salem, OR 97301

² <https://www.mainstreet.org/mainstreetamerica/theapproach>

³ *Framework for Creating a Smart Growth Economic Development Strategy: A Tool for Small Cities and Towns* Office of Sustainable Communities, Smart Growth Program, EPA EPA 231-R-15-003, January 2016