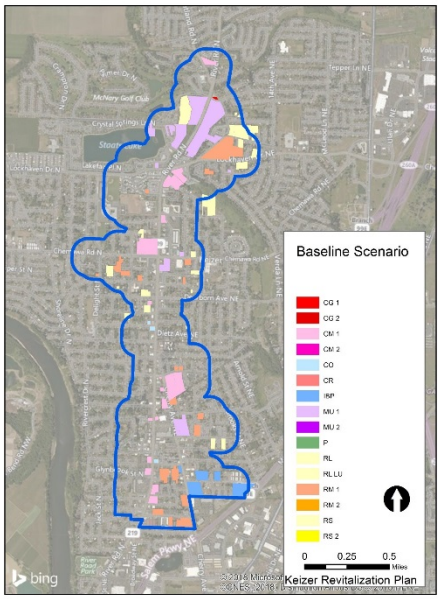

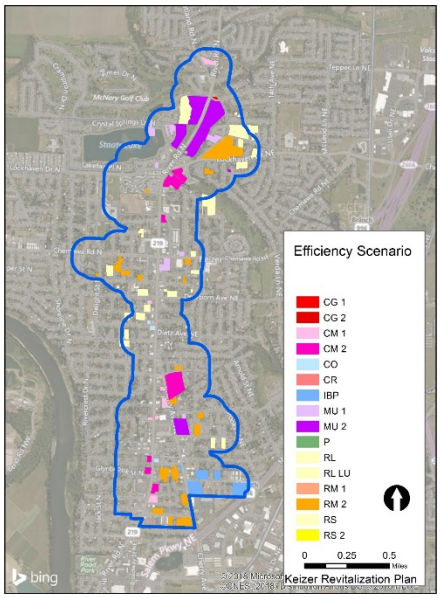

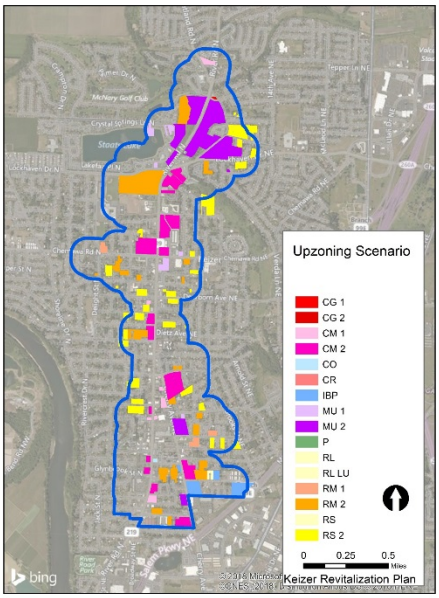

Keizer Revitalization Plan

Addendum to Memorandum #4: Gap Analysis

Submitted to: City of Keizer
October 26, 2018

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Project No. 17428.A

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Introduction

This addendum has been prepared as a follow up to feedback from the Citizen's Advisory Committee and the joint work session among the City Council and Planning Commission regarding the GAP analysis for the Keizer Revitalization Plan (KRP). The purpose is to identify potential actions that the City may choose to utilize in pursuit of realizing the community goals for the area.

Feedback from Meetings

Otak presented three future land use scenarios to describe the growth options that could be realized based on a range of interventions from code changes, rezoning or investments. Following is the groups' response to the presentation. The discussion is grouped into the themes that were discussed.

Land Use Regulations

- Some support was shown for code-related efficiency measures and targeted zone changes. As shown in scenario 2. Some saw potential for such changes to address issues related to smaller than desired lot sizes in the area.

  One suggestion was to consider widening the CM or MU zoning along River Road. Another was to create a new zone that included adjacent residential properties. The aim would be for some residential parcels to be joined to commercial parcels, creating larger lots that are more easily developed. This type of activity may theoretically add value to said parcels. However, the new designation could cause unease if commercial zoning would limit the ability for people to get a traditional mortgage on the property – limiting the owner's ability to sell to a future homeowner and putting them at the mercy of adjacent CM or MU property owners to consolidate.

- There was disagreement on what role the City should play, if any in regard to future redevelopment of the RV park at River Road and Lockhaven. The site is privately owned and could redevelop. There are options for the city to be involved from a regulatory standpoint, be it for preservation, replacement policies or zoning related. Preservation of affordability may be a community priority. Several expressed concerns for perceived threats or concerns from development by residents in the area.

- The notion of repurposing some industrial zoned land to Mixed Use also had appeal to some. A couple of Councilors shared some concern however for actions that might decrease job land in the city. There is likely a middle ground that could be explored that would keep the land zoned for jobs but possibly facilitate some of the modern economies looking for small flexible spaces described by the CAC.

- Many asked about more job development. Doing so might need to rely on redevelopment of residential properties near River Road.

- Caution was requested in relation to any overlay zones. There was a history of development preclusion from the Chemawa Activity Center Overlay.

Development Feasibility

- There was some discussion from the consultants about the possibility of the City partnering with development to 'prove' the concept of higher intensity mixed use. The CAC was open to the idea but didn't express specific interest or desire to facilitate such an action. Staff relayed that there is no identified funding for such an endeavor.

- Expanding the development options and dimensional requirements might allow developers to adapt to recent trend of spaces becoming smaller to make projects feasible. This included both industrial/flex spaces and residential. Smaller residential units are cheaper to rent, but cumulatively generate more income since there are more in a given building. Potential tradeoffs include reduced parking and landscaping

- Parking and the notion of shared or public parking was discussed as a way to allow for greater utilization of lands.

- Some expressed the desire to "push for more office". Family wage jobs, it was stated, would enable people to afford the new housing units that might be more expensive than current options. In essence - office growth could generate the wages needed to support desired new mixed-use development.

- Affordable housing was mentioned multiple times. It was acknowledged that new housing is likely to be at higher price points than existing. Adding to the supply helps all, even if at higher prices, however, need to grow jobs in order for people to afford them.

- Opportunity sites were mentioned, namely the Nursery site and the vacant land along River to the north of Lockhaven.

Community Character

- CAC members discussed density and stated that "…for density to be tolerable it needs to be part of an activity center. That a project could perhaps see 6 or 7 stories, but in a pocket of activity, not one stand-alone project." Someone followed up with stating that anything that breaks the mold needs to be cool and shiny and attract interest.

- In terms of retail, even though the leakage analysis showed spending power, people are used to shopping in Salem so there may not be a big drive for increased shopping opportunities.

- Some discussed the idea of a new center north of Chemawa, off of River Road.

- New zoning or overlays should/could be less permissive, regulating to get the type of character wanted. Reference was made to maximum footprints etc. to prevent Walmart scale shopping.

- Traffic concern was voiced multiple times. The TSP shows that conditions today and in the near future are within allowed ranges. The opinion, based on observations seems to disagree with those statements. It will be important to continue the conversation about the difference between speed and volume and the correlation between traffic, congestion and walkability.

Structure of implementation framework and the three memos
Explain and offer up programs.

Potential Implementation Measures

The GAP Analysis Memo included a description of big picture options for moving Keizer toward the future described in the Project's Goals and Objectives. In the weeks following the work sessions the project team worked to develop more specific activities. The following presents a series of action items that respond to the GAP analysis and the input from a series of stakeholder interviews, the CAC, Planning Commission, and City Council. They table below includes reference to which of the project's goals and objectives the action item will serve.

For reference, the Goals and Objectives are:

Goal A - A Thriving, Diverse Corridor

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

Goal B - Thoughtful Growth and Redevelopment

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

Goal C - Excellent Transportation and Public Facilities

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

Project Goals and Implementation Actions

Number	Action	Goals	Objectives
1	Rezone to increase depth of commercial/mixed-use zone from the street creating opportunities for parcel assemblage	A, B	1, 5, 9
2	Rezone selected residential locations to commercial types	A, B	1, 5, 9
3	Utilize performance-based zoning standards to achieve specific outcomes	A, B	4, 5, 9, 11
4	Modify Zoning Code with efficiency measures to allow higher-intensity development and more building types in commercial/mixed-use zones Reduce front/rear setbacks Reduce minimum off-street parking requirements Reduce minimum landscaping	A, B	1, 4, 9, 10
5	Allow more flexibility in meeting code requirements through new adjustment procedures	A, B	1,4,5, 9, 10
6	Develop zoning standards to promote “neighborhood commercial” feel	A, B	1, 5, 8, 11
7	Modify zoning to pro-actively support mixed use development	A, B	5, 7, 9
8	Modify Zoning Code with efficiency measures	A	4
9	Establish a Mainstreet Program – reliant on finding a responsible entity and funding mechanism	A, B, C	1, 5, 8, 11, 16
10	Create staff economic development position/department (if funding is provided)	A, B	3, 5, 11
11	Streamlining public process - reducing timelines and costs in the land use approval and permitting process for desired dev. types	A, B	1, 3, 8
12	Tax Increment Financing (Urban Renewal) - funding mechanism, rather than strategy in itself	A, B, C	3, 5, 6, 11, 15, 16, 18
13	Public parking - may allow more density, more creative development on private sites if City can take some parking burden	A	5
14	Share in off-site improvements - may be at small (sidewalks) or large scale (traffic improvements) to gain some public leverage	A, B, C	3, 5, 6, 11, 15, 16, 18
15	Allow small-scale multi-unit development in RS zone along edges of corridor	A	4
16	Rezone RS properties to RM in select locations	A	4
17	Update streetscape and urban design standards	A, B, C	5, 11, 12, 13, 14, 17
18	Construct a modified streetscape design for River Rd. and Cherry Ave.	A, B, C	5, 11, 12, 13, 14, 17

19	Prohibit auto-oriented uses in centers (e.g., drive-throughs and quick auto-service -- already applies to River Rd/Chemawa Rd) and limit curb cuts	A, C	5, 12, 14, 17
20	Modify lot coverage and landscaping standards to allow more intensity in centers	A	5
21	Reduce front setbacks in centers	A	5
22	Require parking to the side or rear in centers	A	5
23	Reduce minimum parking in centers	A	5
24	Develop Design Guidelines and Standards in centers • Add maximum setback • Enhance architectural detailing requirements • Add building/entrance orientation standards • Require minimum frontage occupancy Establish landscape design standards to balance reduced minimum landscaping	A	5
25	Modify code – require rear access and/or shared entries for properties fronting arterials	A, C	5, 14, 17
26	Develop standards or guidelines for open spaces in new development (Design Standards), potentially including incentives	A, B	6, 7, 8, 11
27	Daylight / Enhance Claggett Creek near Lockhaven	A, B, C	3, 11, 18
28	Identify and design 3 new public space (i.e. plazas)	B, C	11, 18
29	Implement Wheatland improvements from TSP	C	14, 15, 17
30	Develop low-stress alternative routes for cycling that connect commercial and recreation destinations	C	12, 14, 16
31	Arrange for buses to use extra space in parking lots for layovers and boardings	C	12, 13
32	Develop funding strategy for upgrades noted in the TSP	C	12, 13, 14, 15, 16
33	Expand bicycle and pedestrian infrastructure	C	12, 14, 16
34	Complete bicycle lanes along full length of River Road	C	12, 16
35	Develop separated bicycle facilities for extra safety to attract wider range of riders.	C	12, 16
36	Perform Safety Audit of River Road, Cherry Avenue and the arterial and collector intersections to at least two blocks beyond, including audit of turning movements at driveways and intersections	C	12, 14, 15, 16, 17
37	Respond to results of safety audit with elements such as, improved crossings, modified signal priorities, corrected driveway grades, …	C	12, 14, 15, 16, 17
38	Include transit, bike, walk and ADA facilities into plaza design.	C	18

Next Steps

Three memoranda are under development that will present additional details on the actions listed above. They are:

- Draft Memorandum #5: Comprehensive Plan and Development Code Amendments
- Draft Memorandum #6: Public Investments
- Draft Memorandum #7: Mobility Impact Assessment

These memos are intended to present each of the potential actions with sufficient detail for gaining input from the CAC and the public in early 2018. Each memo will include descriptions of the proposed actions including elements such as project purpose, expected outcome, priority and identification of responsible party. Following the public meeting the draft memos will be revised. The revisions may include additions, deletions and modifications. Each proposed action that moves forward will be formatted as a “one page” information sheet that contains the vital information such as: purpose, outcome, priority, responsibility and general level of cost or effort.