

River Road Study Area

Keizer River Road Renaissance

IMPLEMENTATION REPORT



Spencer & Kupper
Portland, Oregon

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Credits:

City of Keizer Citizens

City of Keizer Staff, with special thanks to Nate Brown and Cheryl Vafakos

River Road Renaissance Consulting Team

 Spencer & Kupper

 RBF Consulting/Urban Design Studio

 Oregon Downtown Development Association

Introduction and Overall Goals of the River Road Study

River Road is the artery that feeds everyday life in the City of Keizer. River Road runs the full length of the city north to south. Along its way, it passes older buildings and small lots in the south, larger, new developments near Chemawa and Lockhaven Streets, and finally changes character again as it passes gated communities, and residential neighborhoods at its northern end. If one shops, dines, or seeks personal services in Keizer, one goes to River Road to find them. There literally is no alternate destination in Keizer for those everyday pleasures and necessities. The marketing theme developed in the course of the River Road Renaissance process was built around River Road as a river that ran through the City of Keizer.

The importance of River Road to the Keizer community has been recognized in numerous studies over the course of the last ten years. The studies focused on individual issues and locations on River Road. None looked at River Road as a whole, and none were implemented in any meaningful way. Going back even further, the primary focus of Keizer's 1989 urban renewal plan was to improve conditions along River Road and Cherry Avenue. After some initial, large capital investments in under-grounding River Road utilities and making major street and right-of-way improvements on Cherry Avenue, the thrust of renewal activity and capital expenditures shifted eastward, away from River Road. Now, with the Keizer Station project nearing the building stage, the community focus once again has returned to River Road.

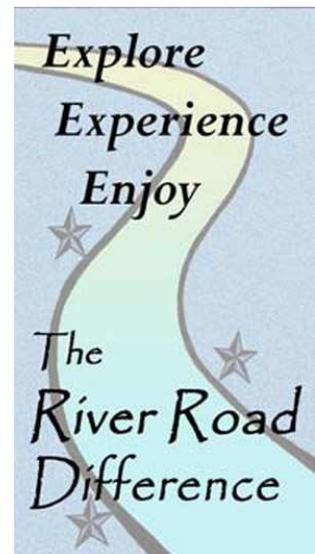
In late 2003, The City commissioned a consulting team consisting of Spencer & Kupper, Urban Design Studios, and the Oregon Downtown Development Association to take a comprehensive look at the River Road area. The consulting team's assignment was to create

- a design vision for the River Road corridor
- a marketing and branding strategy and theme,
- a comprehensive implementation strategy for carrying out the River Road Renaissance

Given the scope of the task, and comments in initial meetings with staff and city officials, a theme for the process quickly emerged—a Renaissance for River Road. The Renaissance theme

ren·ais·sance

Etymology: French, from Middle French, rebirth, from renais- (stem of renaistre to be born again, from Latin renasci, from re- + nasci to be born) + -ance — more
3 : a return of youthful vigor, freshness, zest, or productivity : a renewal of life or interest in some aspect of it: rebirth



River Road logo sample

Current Character

clearly resonated with the large public turnouts for workshops and meetings during the course of this community-driven process.

The Design Vision, Market Plan, and Transportation overview elements of the Renaissance have been completed. The design vision is illustrated in the form of a poster, to be displayed widely in the Keizer community as an on-going reminder of the River Road Renaissance. This implementation report will complete the consulting work on the Renaissance.

Current Character of River Road

The study area defined for the River Road Renaissance is roughly 3.5 miles long. The study area runs roughly along the same boundary as the original Keizer River Road Urban Renewal Plan. To put the 3.5 mile long study area in perspective, Center Street, which runs east-west through the heart of downtown Salem, is about 2.6 miles in length from the Willamette River to I-5. Broadway, considered the main street of downtown Portland, runs only about 1.5 miles from I-405 on the south to its west-side terminus near Union Station.

There are challenges to a River Road Renaissance. River Road is linear, and auto-oriented. For a visitor, or casual user, there are few significant landmarks, or “place-making” buildings or themes. The multiple characters of River Road, and the length of the study area argued for breaking the study area into sub-districts. The subdistricts, and a companion concept of development centers are discussed in later sections of this implementation report.

The most relevant description of the River Road area, though, is the one produced by the Keizer community in a workshop session on strengths and weaknesses of the area. That session produced the list of strengths, and weaknesses shown on the following page.



River Road South



River Road–Lockhaven Area



River Road North

Current Character

River Road Area Strengths	Weaknesses
<p> Destination Business Walking distance to bus. Good Med. income Road in good shape Underground utilities New water lines Positive self image Low taxes Urban Renewal boundary Strong sense of community Active Chamber of Commerce Volunteerism Good mix of Retail & Prof. uses New fountain Trees, Stadium (Volcano) Pilot projects constructed High traffic Counts Dedicated biz owners Parking not a problem Growing community Economic stability Buildings generally in good shape Large parcels undeveloped Served by transit Easy access Points of interest (Salem / Keizer) Close to Salem / PDX I-5 access </p>	<p> High traffic counts Poor corridor maintenance Limited shopping opportunities Daytime only (limited) Limited right-of-way width Bedroom community High commuter volume No major retail No cohesive streetscape No community business theme (brand) No cohesive marketing strategy Limited transportation facilities Too much land in parking Lack of access / connectivity (especially parking) High redevelopment cost Lack of library Lack of identity No dedicated downtown area Too linear Vacancy rates (business) Limited entertainment opportunities Poor pedestrian access Low density — things are spread out Proximity to Salem / PDX No urban park Only north / south corridor No built or natural landmark </p>

The River Road Renaissance Plan — A Community Vision

In the first public workshop session of the Renaissance project, several teams of residents worked together to define their visions for River Road and Keizer. The ideas expressed by the teams were, in their own words:

River Road is a place to remember because:

- Points of interest have been developed and improved
- Quarterly festivals
- Friendly ambiance

River Road demonstrates that Keizer is a community that does things together.

River Road is the heart of Keizer with high density mixed use nodes that are user friendly, inviting and interesting.

A lineal city with the “right” mix of:

- A reason to be there (critical mass)
- An extraordinary place to be
- An easy and safe environment



River Road Renaissance workshop

These ideas on the community's vision for River Road are expressed in this statement in the poster for the Renaissance:

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

The workshop participants left no doubt that River Road is the community's center for cultural heritage, commerce and civic life. The River Road Renaissance Vision Plan, summarized in a poster made available throughout the community, sets out a future vision of what River Road can be. The Vision Plan expresses the community's commitment of individual and collective action to accomplish economic and physical revitalization within the River Road corridor and each of its five districts: Gateway north, Lockhaven/Claggett Creek, Chemawa, Sunset Triangle and Gateway South.

River Road's Five Districts — A Development Center Concept

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

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

- Design elements that result in pedestrian-friendly environments that support transit use, walking and bicycling; that promote a sense of community, and that improve livability;
- A transit stop that is within walking distance (generally 1/4 mile) of anywhere in the development center;
- Mixed land uses that offer a variety of services, activities and destinations within easy, comfortable walking and biking distance of most homes;
- Public spaces, such as parks and open space, and other public facilities that can be reached without driving; and
- A mix of housing types and residential densities that achieve an overall net density of at least 12 dwelling units per net acre.

Development centers will not all look the same. To be effective, development center concepts will need to be adapted to the characteristics of the specific areas in which they are applied. Even so, implementation of the concept requires that certain design principles be applied in all development center areas.

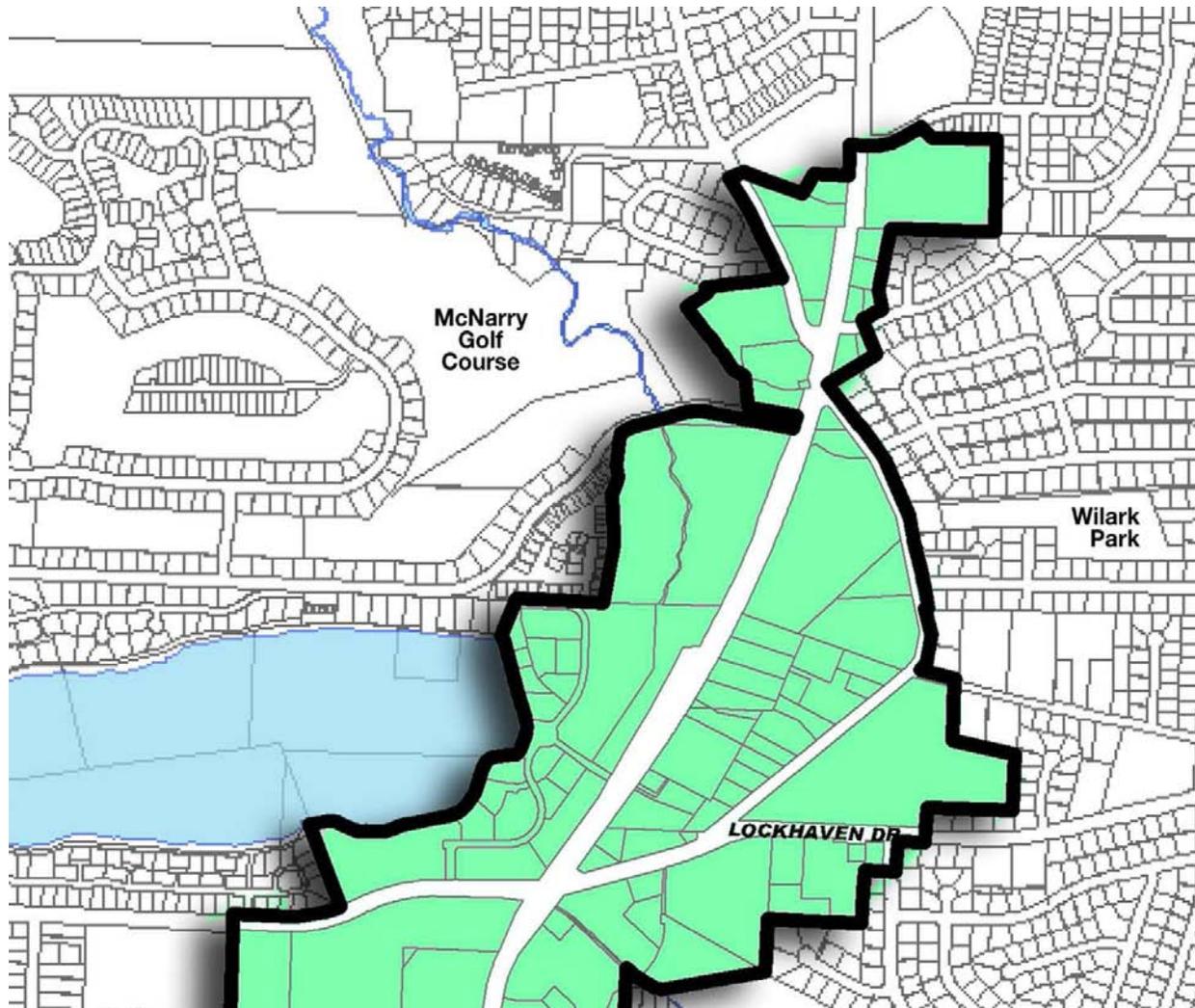
District Profiles

Participants in the Renaissance workshops were assigned to groups to work on the defining characteristics of each of the sub-districts, and the visions they had for the future of each district. This section is organized by district. In each sub-district, the group's overall vision overall statement leads off, followed by a bullet listing of the future profile envisioned for that sub-district.

The development center for each district is identified at the end of the district's profile.

Specific projects, and actions recommended for each district are included in Table One of this Report.

Gateway North District Profile



Gateway North District

As the northern-most district within the River Road corridor, North Gateway is envisioned by the community to reinforce the vitality and values of Keizer by serving as a gateway into the city, offering opportunities for new development, and providing a range of residential services to nearby neighborhoods in a pedestrian-friendly environment. Key attributes of the District, as envisioned by the community, include:

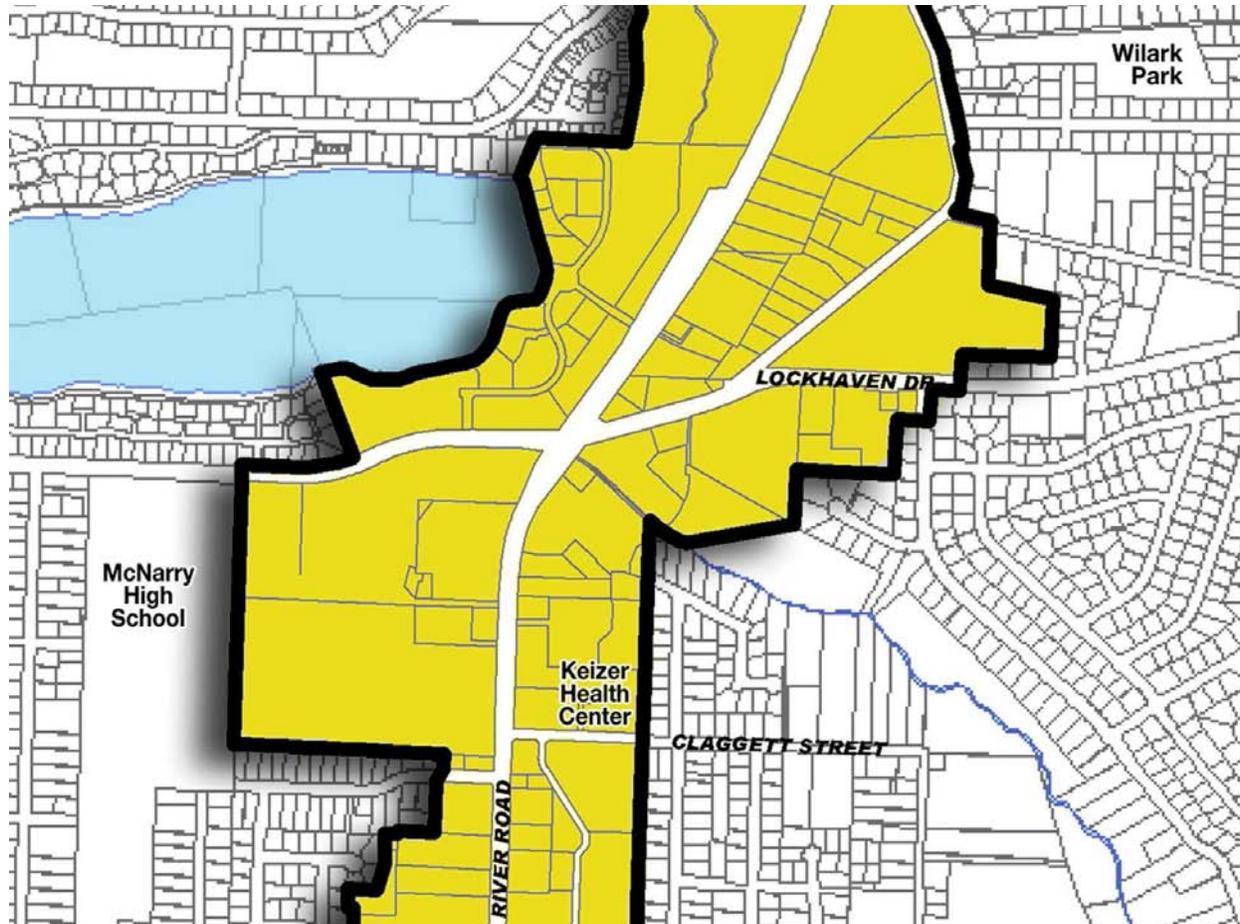
- Overall Fabric: Balance of auto-oriented and pedestrian-oriented development.
- Land Use Pattern: Mixed use, housing, public parks and plazas, professional services, and dining.

River Road's Five Districts

- Primary User Groups: Keizer residents and residents of nearby communities.
- Building Characteristics: Up to four stories in height, with upper stories stepped back to reduce bulk and massing, and a variety of setbacks between buildings and the streets they front.
- Street Enhancements: Where appropriate, landscaped medians, protected left-turn pockets, bicycle lanes, street trees, historic street lights, landscaped parkways, unified directional signage system, consolidated driveways and shared access, and safe pedestrian crossings on River Road.
- Neighborhood Compatibility: Sensitive design of new buildings, installation of neighborhood entry monuments, and enhanced pedestrian connections.
- Other Amenities: Flower gardens, planters, public art, sheltered bus stops, special gateway treatments, accessible natural features (e.g. wetlands, stands of trees, etc.), pedestrian and bicycle shortcuts, and outdoor dining areas.

The Gateway North development center is located near the intersection of River Road and Trail Avenue. Specific projects and actions for this district are included in Table One, in the Implementation Section of this Report.

Claggett Creek District Profile



Claggett Creek District

As a significant point-of-entry into the community from Interstate 5, the Claggett Creek District is envisioned by the community to leverage the activity, assets and opportunities of the River Road and Lockhaven development center. To improve the vitality of businesses in the district, the community desires higher density housing within the development center, restoration of Claggett Creek as an amenity toward which development is oriented, the installation of an integrated transit center, and the introduction of pedestrian-friendly features that make the district a more enjoyable place to be. Key attributes of the District, as envisioned by the community, include:

- **Overall Fabric:** Balance of auto-oriented and pedestrian-oriented development.
- **Land Use Pattern:** Mixed use (including live-work and housing over retail), retail shopping, public and civic uses (e.g. recreation or aquatics center), public parks and plazas, housing, professional offices and services, entertainment (e.g. movie

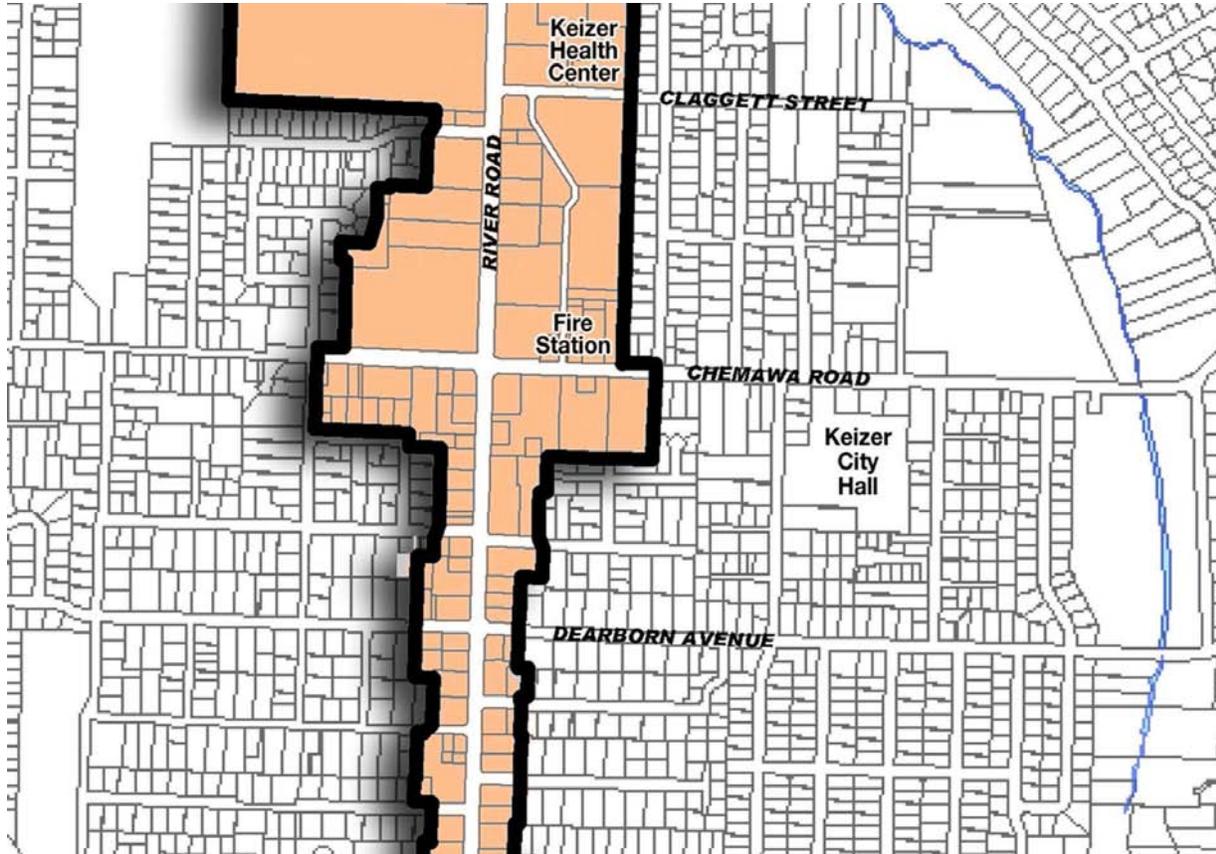
River Road's Five Districts

theater), and dining. (Consideration requested by community to prepare a long range master plan for the area southwest of the Lockhaven and River Road intersection in the event of land use changes.)

- Primary User Groups: Keizer residents, residents of nearby communities, tourists, travelers through Keizer in route to home or work, and merchants and employees within the District.
- Building Characteristics: Up to four stories in height, with a preference toward parking at the rear and sides of buildings.
- Street Enhancements: Where appropriate, landscaped medians, traffic calming features, protected left-turn pockets, bicycle lanes, wide sidewalks, street trees, landscaped parkways, highly visible crosswalks at intersections (including an arching pedestrian overpass doubling as a gateway monument), unified directional signage system, consolidated driveways and shared access, and, as needed, midblock crosswalks. (Consideration expressed by community to a potential new I-5 vehicular linkage via Wheatland-Trail-Lockhaven-Verda.)
- Neighborhood Compatibility: Sensitive design of new buildings, traffic calming features on side streets, and enhanced pedestrian connections (with a multi-use trail within the entire Claggett Creek corridor).
- Other Amenities: Flower gardens, planters, stands of trees, an architectural or natural landmark, sheltered bus stops, historical or educational interpretive plaques and points of interest (e.g. 45th Parallel marker), accessible natural features (e.g. restored creek, stands of trees, etc.), pedestrian and bicycle shortcuts, banners or other festive signage, outdoor dining areas (including a restaurant on the lake and the creek), attractive trash and recycling receptacles, decorative walls (where walls provided), and playgrounds for kids.

The Claggett Creek development center is located near the intersection of River Road and Lockhaven Drive. Specific projects and actions for this district are included in Table One, in the Implementation Section of this Report.

Chemawa District Profile



Chemawa District

With River Road and Chemawa serving as a major activity development center in the City of Keizer, the community envisions this district as one that realizes an increased level of intensity (in order to increase the district's vitality) through the conversion of underutilized areas (vacant parcels, empty portions of parking lots, etc.) into mixed use or higher density development, a sharpened focus on pedestrian-friendly design features, and enhanced traffic safety improvements to reduce accidents and injuries (i.e. strategically placed landscaped medians, redesigning problematic points of ingress and egress to/from commercial centers, enhanced transit pullouts, etc.). Key attributes of the District, as envisioned by the community, include:

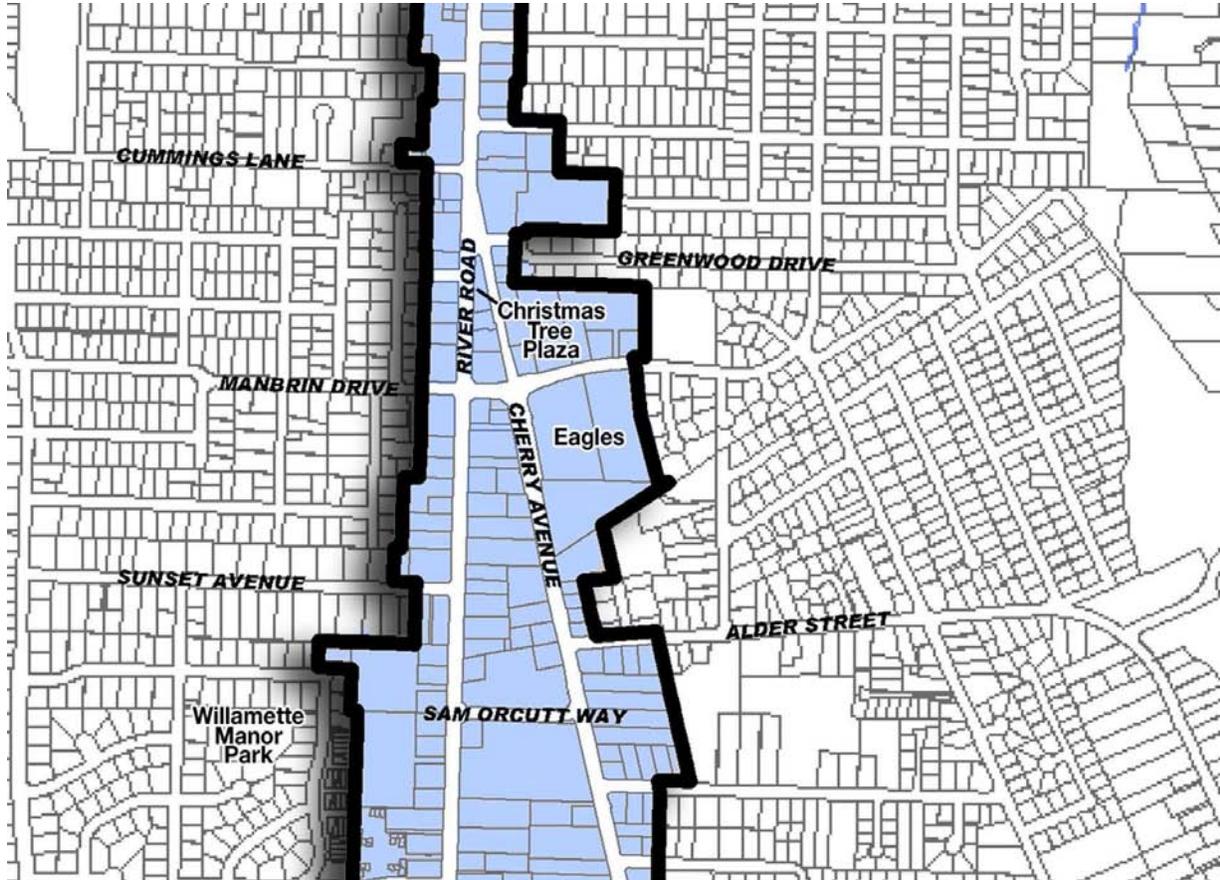
- Overall Fabric: Balance of auto-oriented and pedestrian-oriented development.
- Land Use Pattern: Mixed use, retail shopping, public and civic uses, public parks and plazas, housing (set back away from River Road), professional offices and services, and dining and entertainment.

River Road's Five Districts

- Primary User Groups: Keizer residents, residents of nearby communities, and travelers through Keizer in route to home or work.
- Building Characteristics: Up to four stories in height, with a preference toward semi-street adjacent setbacks between buildings and the streets they front; some variety of setbacks is acceptable. Parking in the rear of buildings is preferred to encourage a pedestrian-friendly appearance from the street.
- Street Enhancements: Where appropriate, landscaped medians, traffic calming features, protected left-turn pockets, bicycle lanes, wide sidewalks, street trees, landscaped parkways, highly visible crosswalks at intersections, unified directional signage system, and consolidated driveways and shared access.
- Neighborhood Compatibility: Sensitive design of new buildings (subject to design review), installation of neighborhood entry monuments, traffic calming features on side streets (designed to allow emergency access), and enhanced pedestrian connections (primarily in the form of sidewalks).
- Other Amenities: Flower gardens, planters, an architectural or natural landmark, a central or prominent public space, public art (within building setback areas) sheltered bus stops, special gateway treatments at key entry points, historical or educational interpretive plaques and points of interest, pedestrian and bicycle shortcuts (linking the District to the Civic Center and Keizer Station), banners or other festive signage, outdoor dining areas (within building setback areas), and, attractive trash and recycling receptacles.

The Chemawa development center is located near the intersection of River Road and Chemawa Avenue. Specific projects and actions for this district are included in Table One, in the Implementation Section of this Report.

Sunset Triangle District Profile



Sunset Triangle District

The Sunset Triangle District is recognized by the community as being unique due to its existing urban fabric (i.e. bounded by Cherry Avenue and River Road in a manner forming a triangle), presence of civic-minded uses (e.g. Eagles, Elks, American Legion, etc.), and its eclectic character. The community envisions this district as a very walkable, vernacular, and creative area—reminiscent of Portland’s Pearl District—that offers residents and visitors with an alternative, exciting environment in which to live, work, and play. Key attributes of the District, as envisioned by the community, include:

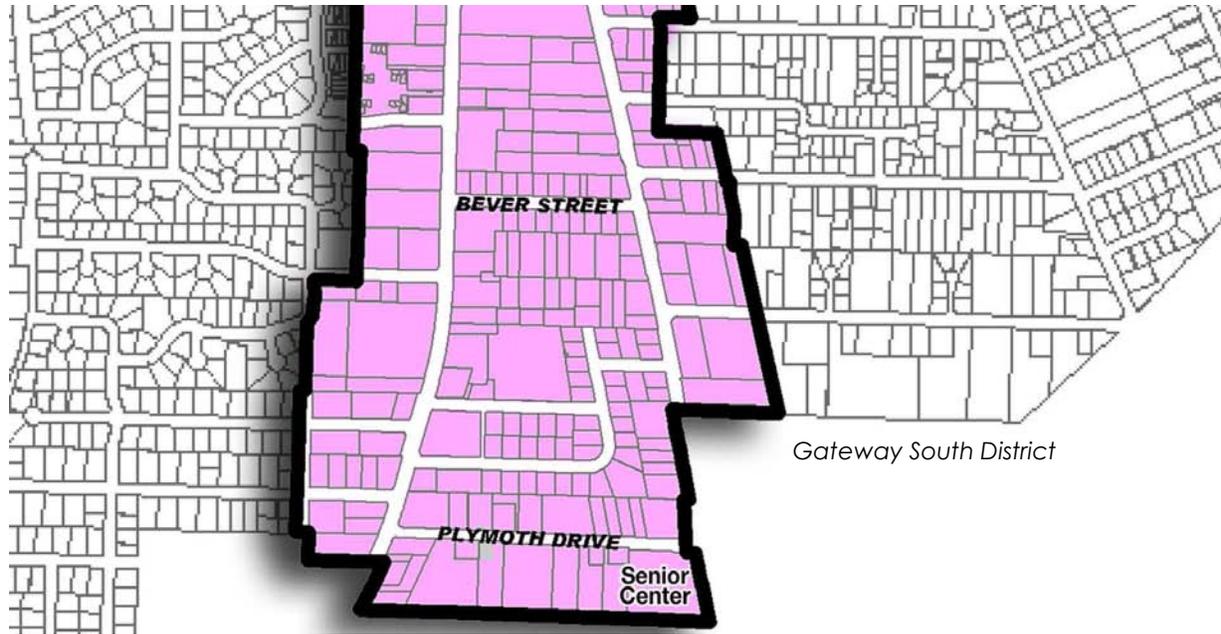
- Overall Fabric: Balance of auto-oriented and pedestrian-oriented development.
- Land Use Pattern: Mixed use, retail shopping, public and civic uses, public parks and plazas, professional offices, personal services, and live-work.
- Primary User Groups: Keizer residents, residents of nearby communities, tourists, and travelers through Keizer in route to home or work.

River Road's Five Districts

- Building Characteristics: Up to four stories in height, with a preference toward street-adjacent (along River Road) and semi-street adjacent (along Cherry Avenue) setbacks between buildings and the streets they front.
- Street Enhancements: Where appropriate, bicycle lanes, wide sidewalks, street trees, decorative paving at intersections and crosswalks, historic street lights, landscaped parkways, highly visible crosswalks at intersections, unified directional signage system, consolidated driveways and shared access, and midblock crosswalks.
- Neighborhood Compatibility: Sensitive design of new buildings, traffic calming features on side streets, and enhanced pedestrian connections.
- Other Amenities: Flower gardens, planters, stands of trees, an architectural or natural landmark, a central or prominent public space (e.g. Christmas Tree Plaza), public art (within building setback areas), sheltered bus stops, special gateway treatments at key entry points (e.g. Cherry Avenue/River Road), banners or other festive signage, outdoor dining areas, playground for kids, and attractive trash and recycling receptacles.

The Sunset Triangle development center is located south of the intersection of River Road and Cherry Avenue. Specific projects and actions for this district are included in Table One, in the Implementation Section of this Report.

Gateway South District Profile



As a major entryway to the City of Keizer, the Gateway South District is envisioned as an area that includes stable neighborhoods with a range of housing choices, destination commercial uses (including entertainment, dining, service, etc.), employment opportunities in light industrial and business park settings, and an enhanced visual environment reinforced through a walkable, pedestrian-friendly, and safe environment. Key attributes of the District, as envisioned by the community, include:

- **Overall Fabric:** Balance of auto-oriented and pedestrian-oriented development.
- **Land Use Pattern:** Mixed use, retail shopping, housing, public parks and plazas, professional offices and services, entertainment uses, live-work, and light industrial/business park uses.
- **Primary User Groups:** Keizer residents, residents of nearby communities, and travelers through Keizer en route to home or work.
- **Building Characteristics:** Up to four stories in height, with a preference toward street-adjacent (along River Road) and semi-street adjacent (along Cherry Avenue) setbacks between buildings and the streets they front; some building setbacks from the street may be appropriate.

River Road's Five Districts

- Street Enhancements: Where appropriate, landscaped medians, protected left-turn pockets, traffic calming features, bicycle lanes, wide sidewalks, street trees, decorative paving at intersections and crosswalks, historic street lights, landscaped parkways, highly visible crosswalks at intersections, unified directional signage system, consolidated driveways and shared access, and midblock crosswalks.
- Neighborhood Compatibility: Sensitive design of new buildings, installation of neighborhood entry monuments, traffic calming features on side streets, and enhanced pedestrian connections.
- Other Amenities: Flower gardens, planters, stands of trees, an architectural or natural landmark, a central or prominent public space, public art, sheltered bus stops, special gateway treatments at key entry points (e.g. Cherry Avenue), pedestrian and bicycle shortcuts, banners or other festive signage, outdoor dining areas, attractive trash and recycling receptacles, and decorative walls (where walls provided).

The Gateway South development center is located near the intersection of River Road and Apple Blossom Drive. Specific projects and actions for this district are included in Table One, in the Implementation Section of this Report.

The Implementation Strategy — General Concepts

Introduction

The Vision Plan for River Road identifies a number of capital projects along the corridor to improve the functionality, safety and appearance of River Road for traffic, cyclists, pedestrians and transit. Capital projects include street and pedestrian improvements, park and natural area improvements, general beautification improvements, and improvements to public buildings and facilities.

The marketing and promotion element of the planning effort identify a number of actions and activities designed to create a multi-faceted marketing approach to support business activity in the corridor.

The visions for more mixed-use and higher density developments within districts and at nodes require more specific design standards and incentives for developers to actually build more unique projects.

The challenge of how to pay for all of these worthwhile activities, forming partnerships for success, and who should take the lead in turning these visions into reality is the subject of the following sections of this report.

The Golden Rules Of Implementation — Organization And Commitment

The Keizer community has given a great amount of its time, effort, and enthusiasm to the vision and market components of the River Road Renaissance. There have been few public processes in Keizer to equal the participation and enthusiasm generated by the River Road Renaissance process. The gift of that time and energy is too precious to be wasted. A common fate for major planning efforts is neglect and dust gathering, but there are exceptions. The River Road Renaissance can, and should be, one of those exceptions.

Successfully implemented plans share two common characteristics—*Organization* and *Long-Term Commitment*. The two elements go hand in hand. Without an organizational structure clearly responsible

Renaissance Plan Components

for managing and overseeing the implementation effort, the commitment to implementation is almost sure to flag. Anyone involved as citizen, staff, or elected official knows that adopting a plan often is the simple part. Adopting it, even with great fanfare, in no way guarantees that the plan will be carried out. We therefore make these recommendations for organizing, and securing commitments for, implementing the River Road Renaissance plan.

Organization

A familiar example of organization and long-term commitment to implementing a plan is the management structure for urban renewal areas in Keizer, and other Oregon communities. The task of implementing those plans falls to a formally recognized body, usually the City Council. The formal body has a defined plan containing a set of activities to implement. It budgets, does short and long range plans, sets and re-orders priorities, and does all of it in regular public meetings.

We would suggest a similar model, with similar responsibilities, as an implementing and management body for the River Road Renaissance. City Council of course would retain final financial control of any expenditure of public funds. We would recommend that:

Council establishes and appoints a formal River Road Renaissance management body, along with a description of its functions. The management body's functions could include

- Prepare and adopt an action plan. Major elements of an action plan are contained in this implementation report
- Oversee progress on the action plan
- Prepare recommendations to the City Council on annual and long-range budgets for the action plan.
- Participate as a stakeholder in other processes involving development actions in the River Road Renaissance area
- Conduct regular public meetings to take advice and comments, to chart progress on the plan, and make reports and recommendations to the City Council.

Renaissance Plan Components

- Act as the managing board of an Economic Improvement District, if one is formed.
- Liaison with the Chamber of Commerce as the Chamber oversees and directs the marketing effort for the River Road Renaissance.

Commitment

Most of the action steps that will follow require some form of participation by the City. No amount of organization and management skill will succeed without a commitment from the City, the most important actor in the plan. Therefore, as an essential element of organizing for implementation, we further suggest that:

Council adopts a resolution of co-operation with the management body on implementing the River Road Renaissance, and stating its commitments to implementing the project. Council commitments could include:

- Appointing a member or members to the River Road Renaissance management body,
- Requiring a monthly or quarterly report on River Road Renaissance progress, and a written annual report
- Agreeing to a timetable to undertake policy and administrative steps. A menu of policy and administrative steps follow in the implementation strategy
- Any initial financial or staffing commitments the Council is willing to make

Guiding Principles for River Road Renaissance Implementation

We recommend that the following principles guide long-range strategy for implementing the River Road Renaissance.

A partnership will be established among key stakeholders including the City, Urban Renewal Agency, Chamber of Commerce, property owners and residents to oversee implementation activities.

Renaissance Plan Components

(Recommendations on this partnership were made in the preceding section)

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

The Implementation Strategy— The Implementation Toolkit

Part One—Actions, Timetable, Responsibilities

Table One on the following page is a “one stop” look at the recommended capital improvements, marketing actions, and policy and administrative actions recommended for implementation. Activities are grouped under shaded headings.

- The first four activity groups are Capital Improvements. These were developed from the recommendations made and reviewed in community workshops for the River Road Renaissance.
- The next grouping, Marketing and Promotion activities, was developed from recommendations in the marketing report prepared for the River Road Renaissance by ODDA.
- The final two groupings, Financing and Policy Activities, and Development Activities are recommendations from Spencer and Kupper.

For each category, Table One provides a cross-reference to the District involved, a timeframe for the action, and the responsible, or participating parties. A key to the districts, and parties is below the table.

Timeframe

A general timeframe for undertaking each implementation action is given in Table One. It represents a “best estimate” at this time, given unknowns including the specific costs of implementation activities, and the specific amount of resources available over time to undertake these activities. Developing this type of more detailed cost and resource information is itself an implementation action, and is called for in the short-term action plan described later in this report.

Many of the administrative, policy, marketing and organizational actions should be initiated immediately following adoption of this report, and should be completed within the first few years after adoption. An action plan for the first three years is included in the Implementation Plan section of this report.

Undertaking capital projects depends on resources, but in general, relatively smaller projects, such as landscaping, crosswalks, entryways, banners, etc. should be undertaken within the first five years because these activities are extremely visible, and demonstrate to the community that progress is being made. More costly and complex activities that involve major construction are shown in the later years of the timeframe.

A key charge for the River Road Advisory Committee will be to develop specific improvement/funding plans that will become the community's work program for River Road revitalization. Table One provides a first pass at short to long range action programming.

TABLE ONE IMPLEMENTATION ACTIONS, TIMETABLE, RESPONSIBILITIES	DISTRICTS	TIMEFRAME					PARTICIPATING PARTIES
		Adopt With Plan	On-going	Next 5 Years	6 to 10 Years	11 to 20 Years	
STREET & PEDESTRIAN IMPROVEMENTS							
Wheatland Drive streetscape improvements	GN				X		KZ,URA
River Road median landscape improvements approaching intersections	L/CC,CD,ST			X	X		KZ,URA
Lockhaven pedestrian bridge	L/CC					X	KZ,URA
Parkway enhancements along River Road	ALL		X				KZ,URA
Mid-block pedestrian crossings along River Road	CD			X	X		KZ,URA
Transit center and park improvements, pedestrian connections to River Road	CD				X		KZ,URA,TD
Consolidate property access on W. side of River Road	CD,ST		X				KZ,URA
Enhance intersections with pavement and ornamental landscape	ST			X	X		KZ,URA
PARK & NATURAL AREA IMPROVEMENTS							
Claggett Creek open space/trail system, environmental interpretation center	L/CC					X	KZ,URA
Create a Keizer Civic Plaza with gardens, seating and special paving in the triangle between River Road and Cherry Avenue	ST				X		KZ,URA
Pedestrian promenade and public plaza at the south end of the RR/Cherry Triangle	ST					X	KZ,URA
Community park and trail system, E. of Cherry and S. of Manbrin	ST					X	KZ,URA
BEAUTIFICATION IMPROVEMENTS							
Enhance entryway and landscape, monumentation	GN,L/CC,CD,GS			X			KZ,URA
Preserve existing trees along River Road corridor	ST		X				KZ,URA
Enhance Keizer Christmas Tree plaza with special paving and landscaping	ST			X			KZ,URA
Develop signs, banners, etc. for each district with common themes	ALL			X			KZ,URA
PUBLIC BUILDINGS & FACILITIES							
Improve Civic Center and other public buildings	CD		X				KZ,URA
Locate civic buildings such as library, post office, etc. in the RR/Cherry Triangle	ST					X	KZ,URA
MARKETING & PROMOTION ACTIVITIES							
Convene River Road business and property owners as a special volunteer committee of the Chamber to concentrate special marketing efforts on River Road.	NA	X	X				KZ,CC,RAC
Implement a multi-faceted public relations/advertising approach that sends a consistent, memorable message to the target audience.	NA		X	X			CC
Measure and evaluate results of advertising and marketing efforts.	NA		X				CC
Make adjustments as necessary and continue to move ahead with a multi-faceted marketing approach.	NA		X				CC
FINANCING & POLICY ACTIVITIES							
Establish a River Road Advisory Committee to guide the implementation program.	NA	X	X				KZ,RAC
Form an Economic Improvement District (EID) for the River Road corridor	NA	X	X				KZ,BA
Form an Local Improvement District (LID) for specific improvements	NA		X	X			KZ,RAC
Review applicability of the Urban Renewal Plan and make necessary amendments	NA		X	X			URA,RAC
Target development fees toward improvements in the River Road corridor, adopt applicable ordinances	NA		X	X			KZ,RAC
Develop a detailed River Road improvement plan including cost estimates	NA			X			KZ,RAC,URA
Identify a public process to create a design review program, adopt development code amendments.	NA			X			KZ,RAC
Prepare street and streetscape design standards for the River Road corridor, adopt development code amendments.	NA			X			KZ,RAC
Identify a public process to create new business assistance programs available in the corridor such as tax abatements, loan programs, grants, etc. Make recommendations to the City Council, adopt ordinances as appropriate.	NA		X	X			KZ,RAC
DEVELOPMENT ASSISTANCE PROGRAMS							
Assistance in land assembly and acquisition (G.O. only for public projects)	NA			X	X		KZ,URA
Building rehabilitation loans and grants	NA		X				KZ,URA
Infrastructure and parking, help cover cost of new public buildings	NA			X	X		KZ,URA
Property tax relief, such as Vertical Housing Tax Abatement	NA		X				KZ
Fee Waivers or reductions	NA		X				KZ
Technical assistance, such as market or cost analysis, or architectural assistance	NA		X				BA,URA

Districts

GN- Gateway North
L/C C- Lockhaven/Claggett Creek
CD- Chemawa District
ST- Sunset Triangle
GS- Gateway South

Participating Parties

KZ- City of Keizer
URA- Urban Renewal Agency
CC- Chamber of Commerce
TD- Transit District
CV- Citizen Volunteers
BA- EID Board (when established)
RAC- River Road Advisory Committee (when established)

The Implementation Strategy — The Implementation Toolkit

Part Two — Available Funding Tools

Implementing the River Road Renaissance plan will require a variety of tools and strategies, some of them not yet in place. Though sources of funding are of course critical to any capital-intensive action plan, great importance also must be given to setting up mechanisms and organizations to assist in the implementation program.

The capital activities called for in the workshops on the River Road Renaissance essentially are either standard public works projects, such as street, traffic and streetscape improvements, parks, and public buildings, or they are actions that will require initiatives by private developers. Table Two following shows the funding sources most appropriate to the activities and actions desired to carry out the River Road Renaissance plan. The table is not intended to be comprehensive, but presents the sources most likely to be available and appropriate in the foreseeable future.

Available Funding Tools

Table Two – Available Funding Tools for the River Road Renaissance			
Funding Tool	Description	Source of Funds	Potential Use of Funds
General Obligation Bonds	General Obligation bonds may be issued with voter approval. Typically used to finance major capital improvements	Local, with voter approval	Major Capital improvements in River Road include public buildings, streets, and parks
Revenue Bonds	Bonds issued with backing from a known source of revenue.	Local, with Council authorization	Most likely use in RR would be for parking, if parking fees are charged
Tax Increment Revenue (Urban Renewal Districts)	By creating an urban renewal district, the increases in property taxes, over time, become revenue to assist the district, paying for a variety of improvements that result in overall public benefit	Local, with Renewal Agency authorization.	A Wide range of capital improvements. Most projects identified in the River Road Renaissance are eligible for renewal funding.
City General Fund	Funds from various sources, property taxes, fees, etc. May be used for a wide variety of public purposes.	Local, with Council concurrence	Administrative costs, minor public works improvements
Economic Improvement District (EID)	Voluntary assessment district for purposes of marketing, promotion, beautification, maintenance in the district.	Local, with consent of property owners, and Council approval. (Not yet in place)	Fund marketing programs, maintenance, special services within the district.
Commercial Property Rehabilitation Loans and Grants	Loans or grants to property owners to encourage redevelopment.	Local – Urban renewal funds. Thus far used only for small grants for signs and driveways	Building improvements and renovations within the urban renewal boundary
Local Improvement Districts	LIDs allow the city to issue bonds which are paid for over a period of time through assessments on the benefiting properties. The assessments may cover all or a portion of the cost of the improvement. Once enacted, an LID assessment becomes a lien against the property.	Local, with consent of property owners, and Council approval (Not yet in place within River Road Renaissance area)	Share the cost of major public improvements such as streets, lighting, parking, etc. Can help leverage bond or urban renewal funds
Dedication of System Development Charges	Systems development charges and transportation impact fees may be collected by local governments when new development projects are approved. Some cities have devised programs where the charges and fees collected from developments in a specific area, are used to fund needed improvements in that same area.	Local, with Council authorization (Not yet in place)	Re-invest in similar River Road improvements

Table Two – Available Funding Tools for the River Road Renaissance

Funding Tool	Description	Source of Funds	Potential Use of Funds
Technical Assistance to Property Owners	Provide technical assistance in market research, design services, to encourage new development	Local, with Renewal Agency funding and authorization (not yet in place)	Reduce cost of determining market feasibility of projects
City Share of Gas Tax Funds	Minor street improvements and repairs	Local, with Council concurrence	Streets improvements, or collateral support for bonds
Oregon Economic and Community Development Dept – Loans for Public Facilities	OECD will make loans for public facilities. Loan requires backup from general fund, or TIF	State, by application. Terms are negotiated between OECD and City	Potential Lending source for construction of public buildings. May have favorable terms.
Vertical Housing Development Zone – (Tax relief incentive)	State program which offers a 10yr property tax exemption on mixed used projects that include housing uses on upper floors	State authorized, requires local enacting ordinance and regulations (local actions not yet in place)	Incentive for mixed use projects.
Community Development Block Grant Funding (CDBG)	CDBG can be used for a variety of eligible activities to benefit low-income areas and residents	County, by competitive application	May have application in residential areas at south end of River Road for uses such as housing rehabilitation loans, curb and sidewalk repairs, etc
Fee Assistance, waivers, or Permit Fast-Tracking	Waiving or reducing the cost of permit fees or System Development Charges (SDC s) for a designated purpose or in a defined area. Fast tracking moves a particular permit process to the front of the queue and saves time and money for the builder.	Local, with Council authorization (not in place)	Additional incentive to development on River Road,
Transportation Equity Act (TEA-21)	Federal transportation funds, administered by ODOT.	State, by competitive application	Bike paths, transit-related capital improvements
New Markets Tax Credits	Funds generated by tax-credit sales can be used for economic development (i.e. loans, equity investment) in low-income communities. Most effective if coupled with Historic Preservation Tax Credits.	Federal program. Tax credit allocation is available to qualified local Community Development Entities (CDEs) who must demonstrate that their primary mission is serving low-income communities or individuals. Tax credits are allocated on a competitive basis. (local CDE not in place)	As currently structured, the program would have little value for River Road Renaissance at this time.
Administrative and Regulatory Assistance to Private Development	Regulatory relief, fee relief, tax abatements	City Council authorizations	Targeted developments or development types within the River Road Renaissance

The Implementation Strategy — The Implementation Toolkit

Part Three — Matching Funding Tools and Actions

Table Three below matches capital improvements, marketing actions and funding sources.

TABLE THREE FUNDING CAPITAL AND MARKETING ACTIONS	COSTS	FUNDING SOURCES: CAPITAL & MARKETING PROJECTS									
		IST	GT	GF	GOB	LID	SDC	OED	RB	TIF	EID
CAPITAL IMPROVEMENT PROJECTS											
STREET & PEDESTRIAN IMPROVEMENTS											
Wheatland Drive streetscape improvements	MED	X	X	X	X	X	X	?	?	X	
River Road median landscape improvements approaching intersections	HIGH	X	X	X	X	X	X			X	
Lockhaven pedestrian bridge	HIGH	X	X	X	X	X	X			X	
Parkway enhancements along River Road	HIGH	X	X	X	X	X	X			X	
Mid-block pedestrian crossings along River Road	MED	X	X	X	X	X	X			X	
Transit center and park improvements, pedestrian connections to River Road	MED	X	X	X	X	X	X			X	
Consolidate property access on W. side of River Road	MED	X	X	X	X	X	X			X	
Enhance intersections with pavement and ornamental landscape	MED	X	X	X	X	X	X			X	
PARK & NATURAL AREA IMPROVEMENTS											
Claggett Creek open space/trail system, environmental interpretation center	HIGH			X	X	X	X			X	
Create a Keizer Civic Plaza with gardens, seating and special paving in the triangle between River Road and Cherry Avenue	MED			X	X	X	X			X	
Pedestrian promenade and public plaza at the south end of the RR/Cherry Triangle	MED			X	X	X	X			X	
Community park and trail system, E. of Cherry and S. of Manbrin	HIGH			X	X	X	X			X	
BEAUTIFICATION IMPROVEMENTS											
Enhance entryway and landscape, monumentation	MED			X	X	X				X	
Preserve existing trees along River Road corridor	LOW			X	X	X				X	
Enhance Keizer Christmas Tree plaza with special paving and landscaping	MED			X	X	X	X			X	
Develop signs, banners, etc. for each subdistrict with common themes	MED			X	X	X				X	
PUBLIC BUILDINGS & FACILITIES											
Improve Civic Center and other public buildings	HIGH			X	X					X	
Locate civic buildings such as library, post office, etc. in the RR/Cherry Triangle	MED			X	X					X	
MARKETING & PROMOTION ACTIVITIES											
MARKETING & PROMOTION ACTIVITIES											
Convene River Road business and property owners as a special volunteer committee of the Chamber to concentrate special marketing efforts on River Road.	LOW		X								X
Implement a multi-faceted public relations/advertising approach that sends a consistent, memorable message to the target audience.	LOW		X								X
Measure and evaluate results of advertising and marketing efforts.	NA		X								X
Make adjustments as necessary and continue to move ahead with a multi-faceted marketing approach.	NA		X								X

Cost Estimates

HIGH- \$500k or greater
 MED- \$100-500k
 LOW Less than \$100k

Funding Sources: Capital & Marketing Projects

IST- Fed. ISTEA program	SDC- System Development/Transportation Impact Fees
GT- Gasoline Tax	OED- Or. Economic Development Dept.-Public Facilities
GF- City General Fund	RB- Revenue Bonds
GOB- General Obligation Bonds	TIF- Urban Renewal Tax Increment Financing
LID- Local Improvement District	EID- Economic Improvement District

The Implementation Strategy — The Implementation Toolkit

Part Three (Continued) — Matching Funding Tools and Actions

Table Four below matches policy actions, and development assistance to funding sources.

TABLE FOUR FUNDING ACTIONS	COST ESTIMATES	FUNDING SOURCES: OPERATIONAL AND DEVELOPMENT ASSISTANCE							
		GF	EID	LID	GO	TIF	OED	RB	
OPERATIONAL AND DEVELOPMENT ASSISTANCE PROGRAMS									
FINANCING & POLICY ACTIVITIES									
Establish a River Road Advisory Committee to guide the implementation program.	NA	X				X			
Form an Economic Improvement District (EID) for the River Road corridor	LOW	X	X			X			
Fund a marketing program for River Road	LOW-MED		X						
Form an Local Improvement District (LID) for specific improvements	LOW	X	X			X			
Review applicability of the Urban Renewal Plan and make necessary amendments	LOW	X	X			X			
Target development fees toward improvements in the River Road corridor, adopt applicable ordinances	LOW	X				X			
Develop a detailed River Road improvement plan including cost estimates	LOW	X	X			X			
Examine designating River Road for Vertical Housing Tax Abatement	LOW	X				X			
Identify a public process to create a design review program, adopt development code amendments.	LOW	X	X			X			
Prepare street and streetscape design standards for the River Road corridor, adopt development code amendments.	LOW	X				X			
Identify a public process to create new business assistance programs available in the corridor such as tax abatements, loan programs, grants, etc. Make recommendations to the City Council, adopt ordinances as appropriate.	LOW	X							
DEVELOPMENT ASSISTANCE PROGRAMS									
Assistance in land assembly and acquisition (G.O. only for public projects)	HIGH				X	X			
Building rehabilitation loans and grants	LOW-MED				X	X			
Help to fund new public buildings	HIGH				X	X	X		
Infrastructure and parking	HIGH	X	X	X	X	X			
Property tax relief, such as Vertical Housing Tax Abatement	LOW	X							
Fee Waivers or reductions	LOW	X							
Technical assistance, such as market or cost analysis, or architectural assistance	LOW		X			X			

Cost Estimates

HIGH- \$500k or greater
 MED- \$100-500k
 LOW Less than \$100k

Funding Sources: Operational Expenses and Development Assistance Programs

GF- City General Fund **
 EID- Economic Improvement District
 OED- Or. Economic Development Dept.
 RB- Revenue Bonds
 LID- Improvement District
 GO - General Obligation Bond
 TIF- Urban Renewal Tax Increment Financing

** General Fund is considered only as a source for planning capital improvements, and street tree maintenance



The Implementation Strategy — The Role of Private Development

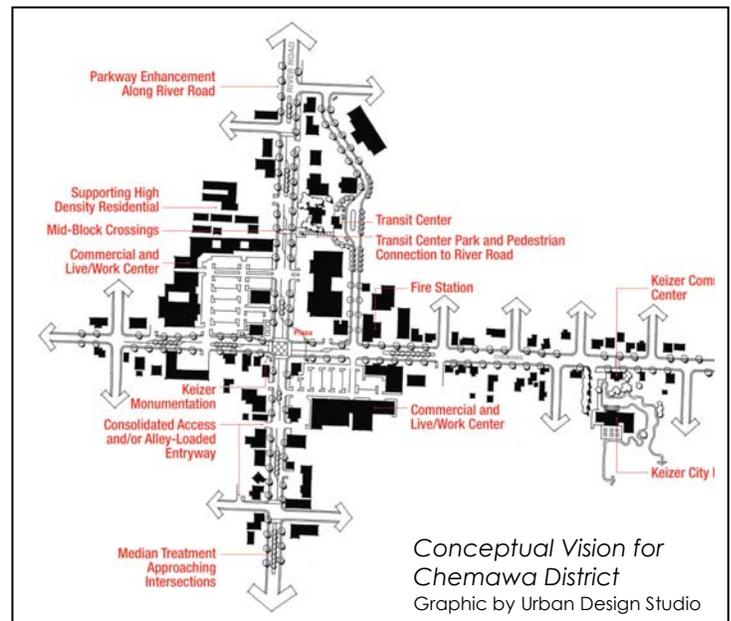
The workshops produced visions of exciting new development types emerging in River Road Renaissance districts. These included mixed use projects, mid-rise office developments, and high quality multi-family housing. These development types, and configurations currently are rare, or not found at all on River Road.

Realistically, a transformation of development types on River Road will depend almost entirely on developer initiatives. Those initiatives, in turn, will result from a variety of economic, market, lifestyle, and cost factors that are beyond the City's control. Even if the City wished to force or expedite the transformation, the means at its disposal are limited, and would be enormously costly. The marketplace will dictate when the time has come for the transforming developments. It is impossible to predict how soon that time might come, but the future sometimes arrives sooner than we expect.

It is important that the Renaissance effort proceed with an understanding that the role of private development is the key to a true River Road Renaissance. Private development actions that help achieve objectives of the River Road Renaissance must be encouraged, and assisted when possible and necessary. Most important, is an understanding that Assistance to private development is not a giveaway. There are financial returns from these developments in terms of taxable values, and intangible returns to the community in terms of convenience, choice, and even in community image, character, and livability.

Overall, the City's role should be one of setting the table for private development. It can do so by:

- Making public investments to improve the look and functionality of River Road. Even low-cost improvements should be carried out with much fanfare, to let the public and development community know things are happening.
- Examining the use of design standards to encourage the type and look of development in the River Road Renaissance area. Financial incentives and design could work hand in hand; that is, the level of financial assistance could be tied to the development's conformance with design or other standards.
- Remaining flexible enough to respond to an opportunity with a major investment.

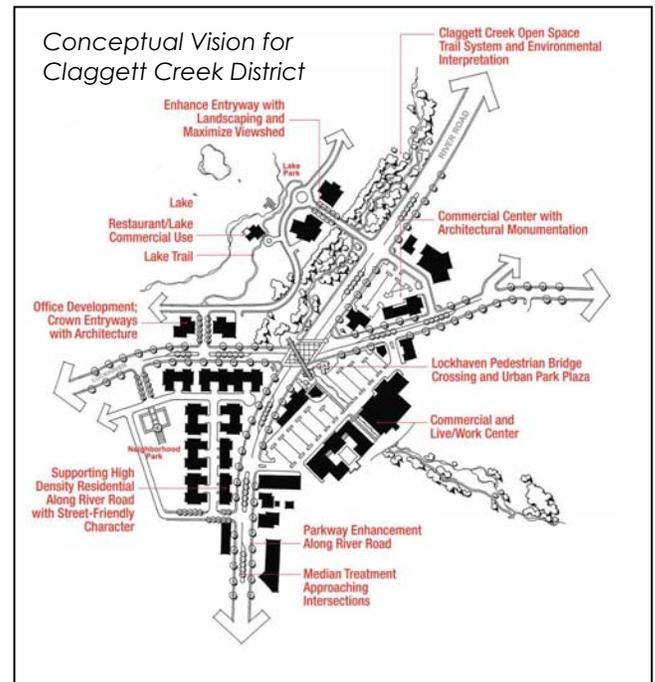
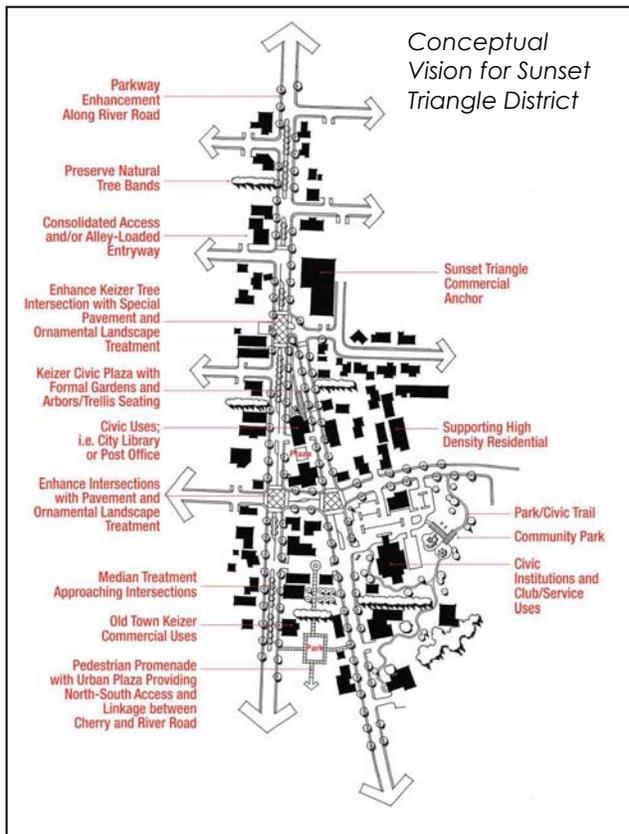


Role of Private Development

- Demonstrating through a sustained series of actions that it has the will and commitment to work with private and public developers to make the River Road Renaissance a success.
- Implementing the low-cost financial incentives noted below.

We recommend that in the near term, the recommendations for direct assistance to private development be small-scale. They include:

- Setting up a more comprehensive redevelopment loan and grant program through the Renewal Agency
- Providing technical assistance for market or site studies, architectural assistance, etc.
- Examining qualifying River Road for Vertical Housing Development Zone.** (see appendix for explanation)
- Considering fee waivers or reductions for desired development types.



Graphics by Urban Design Studio

The Implementation Strategy: Specific Actions — A Three Year Plan

The following is a Three Year Action Plan for implementing the River Road Renaissance. The Three Year Plan is built around actions and decisions that should be taken to get the River Road Renaissance moving quickly, and in the right direction. A look at the tables earlier in this report will show that the Renaissance project has a great many moving parts—parties, actions, and funding issues all interacting. That alone can freeze the process and participants in a “where do we start” mode. We believe this Three Year Action plan organizes the parts in a coherent way, and gives the parties responsible for carrying it out a clear roadmap for the first crucial years of the process. We understand the limitations of the City's staffing, and so we have tried to match the actions in any year to the ability of the responsible parties to carry them out.

Year One — Organize, Plan, Begin Marketing

1. Organize For Implementation

Establish “ownership” of the process by appointing a River Road Advisory Committee (RRAC). The RRAC will be made up of representatives of the City, Urban Renewal Agency, Chamber of Commerce, property owners and residents. The RRAC is charged with overseeing and coordinating implementation efforts, and will advise the Planning Commission, City Council and Urban Renewal Agency on specific implementation recommendations. Staff from the City and consultants will support the RRAC.

The RRAC's functions could include:

- Prepare and adopt an action plan. Major elements of an action plan are contained in this implementation report
- Oversee progress on the River Road Renaissance action plan.
- Prepare recommendations to the City Council on annual and long-range budgets for the action plan.

Implementation Plan

- Participate as a stakeholder in other processes involving development actions in the River Road Renaissance area
- Conduct regular public meetings to take advice and comments, to chart progress on the plan, and make reports and recommendations to the City Council.
- Oversee and direct the marketing effort for the River Road Renaissance
- Act as the managing board of an EID, if one is formed.

2. Initiate the Marketing and Promotion Program

Form a subcommittee of the RRAC to work with the Chamber of Commerce to design and implement the marketing and promotion program, and to establish an Economic Improvement District to help fund and support marketing efforts. The work of this committee should focus on recommendations contained in the Marketing and Promotion Strategy for River Road, completed as part of this vision process, specifically:

- Develop and design promotional materials and publish,
- Design and organize promotional and marketing events,
- Establish measures for success and a monitoring method,
- Organize and undertake the formation of an Economic Improvement District (EID). (see attachment)

3. Begin Work on a Results-Oriented River Road Renaissance Budget

There is no budget, or budget estimate for carrying out the River Road Renaissance project. Without a budget, the implementation process will be working without a road map. Providing detailed cost estimates was beyond the scope of the consulting process for the River Road Renaissance. The community vision process produced, as intended, general concepts for implementation, with few specifics. The single largest group of capital improvement concepts revolved around improvements to River Road. (See Table One). Those concepts embrace a wide range of changes, potential costs, and feasibility. Beginning the task of

Implementation Plan

pinning down and refining the general concept of River Road improvements should be a first priority for the City, the RRAC, or both. That process will involve time from City staff, or engaging professional design and engineering services.

The task of designing and costing potential River Road improvements may be broken into more manageable pieces by creating District Master Plans for each of the five River Road Vision Districts. Each District Master Plan also would include a Capital Improvements Plan for that District. Whatever course is followed, it should be started in year one.

Other Year One budget-related work could include the following specific activities:

- Develop a priority order for all other capital improvements in the River Road Renaissance area, with general cost estimates. City staff or the City Engineer should be able to provide “ballpark” cost estimates.
- On the resource side, evaluate the role and the future of urban renewal in the River Road Renaissance area. With current commitments, funds available from the existing urban renewal plan may be limited. Work should begin on examining the potential for future use of urban renewal funds as an implementation tool, and any amendments to the urban renewal plan that may be necessary as a result.

4. Develop a List of Low-Cost, Short-Range Improvements From the Vision Process. Budget to Implement One or Two of Them.

- Signs and banners, street furniture, or small-scale “placemaking” activities at District nodes could be a starting point for improvements.

5. Begin Process to Amend Regulations to Implement the Vision

Two primary legislative amendments to the City's development code are needed. These activities include: design review standards, and street and streetscape design standards:

- Add design review standards and/or guidelines to the development review requirements. A public process should be identified to include the property owners, businesses, and residents in the creation of new design standards/guidelines, and how a design review process will work. Case studies of a number of design review programs have been prepared, and can be utilized as a beginning point for discussion for what works best for Keizer. Adopt necessary development code amendments.

6. Discuss and Present Policy Revisions to Renewal Agency Loan and Grant Programs.

Year Two — Begin Implementing, Make Key Decisions on River Road

1. Research and Implement One or More New Private Investment Incentive Tools

To expand the incentive tools, and show Council commitment to the development assistance, research other development incentive programs. They include:

- Vertical Housing or other tax abatement programs,
- Fee waivers, fast track approval programs,
- Development fee investment strategies, and

2. Complete and Present Design and Cost Information on River Road Improvements.

The information will allow Council and the general public to make an informed decision on the level of improvements to River Road, and fill in the biggest gap in the capital improvements side of the River Road Renaissance:

- Examine methods and phasing for funding River Road improvements
- Examine uses for a Local Improvement District in paying for River Road improvement costs

3. Develop a Working Estimate of an Overall Budget for the River Road Renaissance plan.

4. Continue Processes to Amend Regulations to Implement the Vision.

This would continue the regulatory work started in year one:

- Prepare specific street and streetscape design standards for the River Road corridor, reflecting the improvements called for in the Vision. Adopt necessary development code amendments.

5. Implement One or More Small-Scale Improvements.

- A gateway or entry monument could be considered for a Year Two project

6. Measure and Report on Accomplishments of Years One and Two

Year Three – Major Implementation Steps

1. Carry Out a Major Implementation Project

This could be a first segment of the River Road project, or another of the major capital improvements shown in Table One. The project(s) should be targeted to reinforce one or more District focal points.

2. Implement One or More Small-Scale Improvements

A gateway or entry monument could be considered for a Year Three project.

3. Re-visit the Marketing Plan and Strategy

Assuming the marketing program is funded and put in action in year one, this would be an appropriate time to see if the marketing message, materials, and funding levels need to be changed.

4. Examine Adding Another Development Incentive

Assuming one of the incentives suggested in year two was adopted, this would be an appropriate time to add another of those incentives, and see if other new incentives had become available.

5. Measure and Report on Accomplishments of First Three Years

This would be an appropriate time to see if course corrections need to be made in organization and action plans.

Conclusion

The vision and actions emerging from the River Road Renaissance process are, in the long run, transformative. If all or most of them come about, much of River Road will have a vastly different look and identity than it has now. Often, this kind of transformation is built around a “great idea” that has strong appeal, and seems to solve problems with one bold stroke. Unfortunately, these exciting ideas often are just too expensive, or too contentious ever to make their way from paper onto the ground. From an implementation standpoint, the River Road Renaissance has this great advantage — it CAN be implemented. None of the actions suggested appear beyond reach, over a period of time. Renaissance implementation actions can be undertaken with a variety of tools, large and small, long and short range. This wide range of actions and tools lends a great deal of credibility to the prospect of successfully implementing the River Road Renaissance plan.

Appendices

1. **Description of Vertical Housing Development Zone Tax Exemption**
2. **Example of ordinance adopting an Economic Improvement District**

Appendix 1

Vertical Housing Development Zones

Basic Background

Begun under state law in 2001, Vertical Housing Development Zones subsidize "mixed-use" projects, to encourage denser urban-style development or redevelopment, which also will tend to induce greater utilization of alternative transportation modes.

Specifically, an eligible project consists of at least a single building, for which the ground-level serves commercial purposes, and one or more upper floors are residential housing that has been newly re/constructed or rehabilitated.

The subsidy exempts from property taxes the new structure or incremental change in the property value of the building or buildings that comprise the project. The exemption lasts 10 years from the time of initial re/occupancy.

In order to receive this exemption, the project owner/developer applies to the Economic and Community Development Department for certification, prior to any relevant residential unit being ready for occupancy.

The project also must, of course, be located inside a designated Vertical Housing Development Zone. A city or county seeks approval of a specific area for designation by the director of the department. This specific area needs to meet the definition of a "core urban area" or be within close proximity to mass-transit facilities. At the time when the city/county seeks designation, certain local taxing districts may elect to have their particular property tax levy completely excluded from any exemption in that zone.

Appendix 2

Example of EID Adopting Ordinance and Action Plan

(NOTE: EID'S ARE AUTHORIZED BY ORS 223.112.)

**Forest Grove Town Center
Economic Improvement District
Formation Ordinance and Plan
(Proposed)**

**AN ORDINANCE PROPOSING FORMATION OF AN ECONOMIC IMPROVEMENT
DISTRICT IN THE TOWN CENTER AREA OF FOREST GROVE.**

THE CITY OF FOREST GROVE ORDAINS AS FOLLOWS:

Section 1. Purpose. It is the purpose of this ordinance to propose formation of an economic improvement district in the Town Center area of Forest Grove pursuant to the provisions of Ordinance No. _____, establishing the procedures for formation of such a district. Formation a district in the Town Center area was initiated by the Council by Resolution No. 2001-05, adopted January 22, 2001.

Section 2. Hearing. There shall be public hearings held on the question of establishment of the proposed economic improvement district, approval of an economic improvement plan for such district, and approval of the proposed assessment for such district. Such first public hearing shall occur on March 12, 2001. The City Manager shall give notice of such hearing as provided in Ordinance No. _____

Section 3. Economic Improvement Plan. The proposed economic improvement plan, to be considered at the public hearing, is attached as Exhibit A.

Section 4. Establishment of the District. If, after hearing, the Council finds that the proposed economic improvements would afford special and peculiar benefits to subject parcels or persons conducting business within the proposed district, different in kind or degree from that afforded to the general public, and that the economic improvement district should be established and the plan adopted, then the Council will adopt a resolution stating those findings and establishing the district determining the amount of assessments to be charged, the number of years the assessments and fees will be charged, the notice to be given of a second public hearing and its date, time and place. The Council shall also determine whether the property or businesses benefitted by the proposed

economic improvements shall bear all or a portion of the costs thereof.

Section 5. Assessments. Following the hearing, and if the Council determines to proceed with formation of the district, the Council shall:

- Determine, based on the actual or estimated cost of the economic improvement, the amount of the assessment on each lot in the district.
- Direct the City Manager to mail or personally deliver appropriate notice of such proposed assessment to the owner of each lot to be assessed.
- Consider objections to assessments at a second hearing to be held at least 30 days following notice required by this ordinance, and adopt, correct, modify or revise the proposed assessments.

Section 6. Proposed Assessments. It is proposed that the property in the district area shall be assessed 1/4 of 1% of real market value of each tax lot within the district. Assessments for each tax lot are proposed to be capped at no more than \$500 per lot.

Section 7. Duration of District. It is proposed that the district shall be in effect for three consecutive years, commencing July 1, 2001, which may be renewed by the City Council by ordinance prior to termination and each two years following termination of the first effective period.

Section 8. Advisory Committee. The Council hereby establishes the Forest Grove Community Development Corporation as the advisory committee for the district.

Section 9. Disposition of Funds. It is proposed that:

A. After formation of the district, the City Manager shall, by contract including such terms as the City Manager deems necessary and appropriate, disperse all funds collected from the Forest Grove economic improvement district to the Forest Grove Community Development Corporation annually, commencing August 1, 2001, to accomplish the purposes set forth in this ordinance. No funds shall be distributed if the Forest Grove Community Development Corporation ceases to exist for the purposes set forth in its adopted bylaws, or if the bylaws are amended so as to be in conflict with the enabling legislation contained in ORS Chapter 223 or in Ordinance No. _____

B. Funds shall be allocated and expended by the Forest Grove Community Development Corporation in accordance with the contract and the following condition: The filing with the City Manager of material showing compliance with the purposes of this ordinance before any funds are released. A report will be prepared annually and provided to the City Manager three months prior to assessment billing of each year that the Forest Grove Community Development Corporation is in effect. The annual report will include a current budget including an annual financial statement, scope of work,

and list of accomplishments of the Forest Grove Community Development Corporation pertaining to the district.

Section 10. Classification of Assessments. The property assessments of this ordinance are not subject to the limits of Article XI, Section 1 l(b) of the Oregon Constitution. Within 15 days of the adoption of this ordinance, the City Manager shall cause to be published in a newspaper of general circulation within the city, a notice of adoption of this ordinance classifying the property assessments as incurred charges and not subject to the limits of Article XI, Section 1 l(b) of the Oregon Constitution referred to in this section. The notice shall:

- A. Appear in the general news section of the newspaper, not in the classified advertisements;
- B. Measure at least three square inches;
- C. Be printed in a type size at least equal to 8 point type; and
- D. State that the City has adopted this ordinance classifying the property assessment for the financing of the Forest Grove economic improvement district as charges that are not subject to the limits of Article XI, Section 1 l(b) of the Oregon Constitution, that the reader may contact the designated City official, the City Manager, to obtain a copy of the ordinance, that judicial review of the classification may be sought within 60 days of the date this ordinance was adopted, and if no such review is sought within the time specified, no subsequent challenges to the classification will be permitted.

PRESENTED AND PASSED the first reading this 12" day of February, 2001.

PASSED the second reading this 26" day of February, 2001.

/s/ Catherine L. Jansen, City Recorder

APPROVED by the Mayor this 26th day of February, 2001.

/s/ Richard G. Kidd, Mayor

"Exhibit A"

AN ECONOMIC DEVELOPMENT PLAN FOR THE FOREST GROVE TOWN CENTER

Recommended by the Forest Grove Community Development Corporation

Pursuant to ORS 223.112 and 223.117 and Section 4 of "An Ordinance Authorizing Creation of Economic Improvement District and Providing Procedures" Presented and Passed First Reading

by the Forest Grove City Council on the 22nd day of January, 2001.

(1) The Forest Grove Community Development Corporation is dedicated to improving the vitality and livability of the Forest Grove Town Center. To achieve this goal the Corporation is proposing the establishment of an economic improvement district to undertake the following:

- streetscape and landscape improvements that create an inviting, functional environment for doing business, recreating and gathering by residents and visitors,
- planning and carrying out additional improvement activities such as promotion of commercial activity or public events, activities that support business recruitment and development and improvements in parking systems or parking enforcement, or any other economic improvement activity for which an assessment may be made on property specially benefited thereby.

(2) The Corporation estimates that the probable annual cost of the proposed economic improvements will be \$35,000.

(3) The Corporation is proposing assessing commercial and industrial zoned properties that are specifically benefited by the economic improvements at 1/4 of 1% of the real market value of each tax lot within the district, excluding residential real property or any portion of a structure used for residential purposes. The Corporation is proposing further that assessment for each tax lot not exceed \$500.00 and that property owned by nonprofit corporations be exempt from assessment.

(4) The Corporation proposes that the boundaries of the proposed economic improvement district be as shown on the tax lot map attached to this plan titled "Proposed Economic Improvement District Boundary".

(5) The Corporation proposes that the economic improvement district be established for a period of three years commencing July 1, 2001.

(6) The Corporation proposes that the property assessment for the proposed economic improvement district be a mandatory assessment providing that the proposed economic improvement district will not go forward should written objections be received at the second public hearing from owners of property upon which more than 33% of the total amount of assessments is levied. The Corporation understands that, if mandatory, the assessment may be considered a tax under the Oregon Constitution, Article XI Section i i (b) and may be reduced to fit within the property tax limitation thereby affecting the level and scope of services described.