

CITY OF KEIZER MISSION STATEMENT
**KEEP CITY GOVERNMENT COSTS AND SERVICES TO A MINIMUM BY
PROVIDING CITY SERVICES TO THE COMMUNITY IN A
COORDINATED, EFFICIENT AND LEAST COST FASHION**

A G E N D A

KEIZER CITY COUNCIL
SPECIAL WORK SESSION

Monday, October 31, 1994

7:30 p.m.

Robert L. Simon Council Chambers

Keizer City Hall

Keizer, Oregon 97303

1. **CALL TO ORDER**
2. **ROLL CALL**
3. **PUBLIC TESTIMONY**

This time is provided for citizens to address the Council on matters not on the agenda.

4. **DISCUSSION**

- a. Report on CSO Program
- b. Briefing on Cherry Avenue Design Plan
- c. Briefing on Zoning and Subdivisions Ordinance Revisions Project

5. **OTHER BUSINESS**

This time is provided to allow Council members the opportunity to bring matters before the Council which are not on tonight's agenda.

6. **WRITTEN COMMUNICATIONS**

To inform the Council of significant written communications and petitions.

7. **ADJOURN**

Upon request, auxiliary aids and/or special services will be provided to participants with disabilities. To request services, please contact us at 390-3700 at least two working days (48 hours) in advance.

Date: October 31, 1994
To: Mayor and City Council
Thru: Dotty Tryk, City Manager
From: Charles R. Stull, Chief of Police
Subject: Community Service Officer Program

Issue:

Shall the Community Service Officers be armed or unarmed?

Background:

Recently the question has been brought up as to why the Community Service Officers are armed. I would like to take this opportunity to provide a chronological history of our Community Service Officer program which will hopefully answer this and other questions.

July 6, 1993: Community Service Officer Pilot Business Watch Program begins. This pilot program is designed to improve our Public Relations Program, provide limited Code Enforcement, enforce Handicapped Parking, and enhance the services provided by the Keizer Police Department and Keizer city government to the business community.

NOTE: This Community Service Officer, who was also a regular sworn Reserve Officer, is dressed in a regular Keizer Police uniform and armed during this pilot program. Program ends October 1, 1993.

November 1, 1993: Community Service Officer (Code Enforcement) Program is approved. The City Council approves the temporary position of Community Service Officer specifically to address the Solid Waste Code Enforcement problem. Answering low priority police calls and enhancing public relations is discussed with the City Council, but it is clear that solid waste code enforcement is the priority.

NOTE: The Community Service Officer position is filled on 11-15-93 by Kelly Van Blokland. He is outfitted in a new gray-and-black uniform and is unarmed. It is the consensus of opinion by the Keizer Police Department management staff that, since the Community Service Officer's primary focus is to be on Code Enforcement, a different uniform should be worn and officer be unarmed. Van Blokland's new C.S.O. uniform cost \$522.00.

December 7, 1993: At the City of Keizer Budget Hearing, three (3) Community Service Officers are requested in the 1994-95 budget. The Budget Committee approves recommendation with discussion which clearly shifts the primary focus from Code Enforcement duties (solid waste) to law enforcement duties (handling low priority calls).

December 28, 1993: Community Service Officer Kelly Van Blokland resigns to accept a regular police officer position with the City of Portland.

January 3, 1994: Brandon Claggett is hired to replace Kelly Van Blokland. Claggett could not fit into most of Van Blockland's C.S.O. uniforms so a new set is ordered at a cost of approximately \$400.00.

February 1, 1994: Community Service Officer Claggett resigns to take a position as a police officer in Sun River. His uniform items arrive and are sent back; we are not billed for the \$400.00.

February 28, 1994: Jay Prall is hired to replace Claggett. Kelly Van Blockland's uniforms will not fit Jay Prall. Not wishing to expend another \$522.00 to outfit Community Service Officer Prall in a new uniform, I instruct him to wear his Keizer Police Reserve Officer uniform. He is also ordered not to wear his service weapon and be unarmed.

March 22, 1994: Three-year Serial Levy is rejected by Keizer voters.

March 30, 1994: The Code Enforcement Project which began on December 15, 1993 is completed. All 256 reported violations are cleared. The primary focus for the Community Service Officer is now shifted toward addressing low priority law enforcement calls for service.

April 18, 1994: City Council develops new one-year serial levy to go to the voters in May. The Community Service Officer Program is not cut and primary discussion is still focusing their services on addressing low priority law enforcement calls for service.

May 17, 1994: Keizer voters approve one-year serial levy. Three (3) C.S.O. positions are approved with two effective July 1, 1994 and one effective January 1, 1995.

Mid-June, 1994: The Community Service Officer was assigned Unit #80 which was a decommissioned police vehicle and had been stripped of overhead lights, radio and all other equipment. This vehicle, which had very high mileage,

developed maintenance problems and was out of service off and on during the latter part of June. Each time the unmarked C.S.O. vehicle was unavailable due to maintenance requirements, the only vehicle available to the C.S.O. was a marked patrol unit. I felt that it was unsafe for the Community Service Officer to be in a police uniform, operating a marked Keizer Police car, and not be armed. The expectations of citizens and the liability to the City were factors in my decision to have the C.S.O. armed while operating a marked patrol car. When the regularly assigned vehicle was back in service, the C.S.O. reverted to being unarmed.

July 1, 1994: Two new Community Service Officers are hired on a part time basis. Carrie Anderson and Kara Berkeland are both appointed to the new position which was approved in the budget effective July 1, 1994. Anderson and Berkeland are both Keizer Police Reserve Officers and finishing their four year degree programs at Western Oregon State College. It is my recommendation to split the one (1) full-time position into two (2) part-time positions and appoint these two reserve officers. When the other C.S.O. position is available in January of 1995, the part-time positions will be reevaluated. Each part-time position is 20 hours per week which provides the same coverage as a full-time position. The new Community Service Officers start their 90-day training period with a target completion date of October 1, 1994. The training is conducted by sworn Field Training Officers and C.S.O. Jay Prall.

NOTE: A second vehicle was assigned to the CSO's which was a recently decommissioned patrol unit. During most of July, August and part of September, the Community Service Officers' vehicles were both out of service as they were awaiting to be repainted and reequipped with overhead lights and other related equipment. Since neither vehicle was available, the Community Service Officers were left in their Reserve Police Officer uniforms and instructed to be armed.

August 19, 1994: Community Service Officers are mid-way through their scheduled training. During the Keizer Police Department staff meeting, it is noted that, when they become available, supervisors will monitor their assignments to low priority calls for service.

October 5, 1994: At the Keizer Police Department staff meeting, Sergeant Bowe is instructed to develop low priority calls for service protocols for the Community Service Officers. Additionally, their role, function, and availability will be discussed. Their uniform and whether or not they should be armed or unarmed will also be reviewed.

October 14, 1994: Community Service Officers Anderson and Berkeland have successfully passed their training and are assigned solo duty in the field.

November 2, 1994: This is the scheduled date for the next Keizer Police Department staff meeting in which Sergeant Bowe's report will be presented and the Community Service Officer protocols will be reviewed and discussed. At this meeting, recommendation will be made as to the role of the Community Service Officer including their uniform and whether or not to have them armed.

Summary:

I have tried to provide the Council with a chronological list of events regarding our Community Service Officer Program. Since this is a new program and clearly one which has shifted its original primary role of code enforcement to a new priority focus of law enforcement related issues, we honestly have not had the opportunity to evaluate the overall Community Service Officer program. There are obvious advantages and disadvantages to arming our Community Service Officers, a few of which are listed as follows:

ADVANTAGES	DISADVANTAGES
1. Public perception - positive 2. Reserve Police Officers - trained and experienced 3. Able to do limited follow-up investigations 4. Powers of arrest, if necessary 5. Able to provide cover and help to sworn officers - can handle confrontations 6. Broad spectrum of potential services - answering low priority calls, follow-up investigations, providing cover for sworn officers, police presence, solid waste code enforcement	1. Public perception - negative 2. They are non-sworn officers; are we asking too much? 3. Should not be allowed to do follow-up investigations 4. Should not have powers of arrest; not necessary for the position 5. Should not be acting with law enforcement authority and should not handle confrontational situations 6. Limited spectrum of services - answering limited low priority calls for service, no follow-up investigations, solid waste, code enforcement, business watch, public relations, no covering of police officers, call sworn officers if potential conflict exists

Community Service Officer Program

October 31, 1994

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We are in the process of developing the Community Service Officer program review and will, in the future, make recommendations and changes in our effort to provide the program its optimum level of service to the citizens of Keizer.

Recommendation:

Originally I had anticipated reporting to the City Council in January, 1995 on the overall progress of the Community Service Officer Program. This would have been a six month review of our efforts to include what worked and what did not. Since we are still in the very early stages of program development, I am requesting that no changes be made until we have had an opportunity to evaluate different techniques and approaches with the Community Service Officer Program. This approach has worked very well in our community policing efforts and, I believe, will ultimately provide a model Community Service Officer Program designed to fit the needs of our community.

crs:cp

Cherry Avenue Design Plan Update

The Issues

- Streets and Circulation
- Land Use and Economic Development
- Housing
- Urban Design

What

- A master plan and implementation strategy for improvements in the Cherry Avenue Corridor, focusing on a street improvement to Cherry. Plan will develop projects and priorities for expenditure of Urban Renewal funds.

How

- \$60,000 ± in Renewal Funds for Planning and Design - results in Design Plan and Preliminary Engineering
- Consulting team lead by Spencer and Kupper for project management, planning, and market research, ATEP for transportation and circulation, Peterson Engineering for engineering design, and Curry and Brandaw for urban design
- R3B is primary citizen review body
- Three or more public forums in planning area plus mass mailings

When

- Draft material in January
- R3B draft completed in March or April
- Council adoption Summer, 1995

Council Actions Needed

- Concur with Directions
- Approve method for R3B to make regular reports to Council on progress

- None of the Institutions (Elks, Lions, Eagles) have plans to expand, or to move. One talked about declining revenues. Declines in revenues, memberships would preclude these institutions from being development players. They at least seem stable enough to continue anchoring area for a while. New Senior Center also helps fill that stabilizing role.
- State Farm training center will bring a lot of people into the area in working hours, can help provide a market for food and service businesses. (This bldg by itself won't have enough employment to make a market for anybody)
- A couple of real estate brokers felt that area was good for multi-family. That's the hottest market in Salem-Keizer right now. One didn't think current zonings allowed multi-family, or didn't encourage it. (The issue is that a lot of Cherry Av. land is zoned commercial, leading owners to ask prices too high for multi-family) The Hopkins Court rental complex is well maintained, a townhouse appearance. They are asking \$495 per month for a 2BR, with parking, and washer-dryer hookup. That's a respectable rental, given the environment.
- Multi-family might be doable at land prices of about \$40-\$60,000 per acre. (This points to the land assembly problem. That price range is consistent with undeveloped raw land, not with the Cherry Av. environment. There isn't much undeveloped buildable land in the corridor S. of Manbrin.)
- Spoke to a couple of light industrial business users in the area. They had no plans to leave, would maybe do small expansions, but they had some concern about the social environment, and the effect on real estate values.
- The social and aesthetic environment obviously is an issue, but no one that I interviewed said they planned to leave because of it. (The developer of the State Farm bldg. said he believed the environment was a factor in his losing an anchor tenant prospect for an office building adjacent to State Farm bldg.) There are a couple of eyesore properties on which there is strong sentiment for dealing with through acquisition, or other enforcement processes.
- Not one party I spoke to was aware that the City had any plans for Cherry Av., When informed about it, all of them thought any improvements would help the appearance of the area, and would be a good idea.
- None of the parties familiar with real estate thought the street improvements in themselves would produce immediate market results. They definitely would show something was happening, and perhaps start creating some interest.

- TOTAL P. 88
- The developer of the State Farm bldg, as a big real estate stakeholder in the area, was the most enthusiastic about improvements. He thought undergrounding the utilities would be a great idea, and had strong thoughts about creating a "corridor" look via a wide (82 foot) R.O.W., and a 20 foot setback requirement.
 - The current and projected traffic counts in the area are likely to be attractive to general commercial users. They're too low for fast food or service station users. Cherry Av traffic patterns are rush hour oriented. In general, a business depending on drive-up trade wants to capture homebound traffic. That would favor the ^{EAST} side of Cherry Av., but installing a turn lane may ^{SPREAD} ~~disseminate~~ that benefit. (Dick Woelk felt the volume of traffic would discourage multi-family uses. Developers and brokers don't feel quite the same. They like heavy traffic, which gives a lot of drivers a look at their building and rental signs.)
 - Except for the Senior Center, I heard no immediate building plans. Apparently a second office building adjacent to the State Farm building still needs an anchor tenant to get financing. A lot at the NE corner of Plymouth and Cherry is said to be sold, and permitted for 18 apartment units. The listing broker was vague about when this development was to get under way.

Summary

- I wouldn't say we've touched every possible base yet, but I'd say I've heard a cautious, wait and see attitude from the parties I spoke to. There's not desperation, or a "cut and run" atmosphere. There is feeling that the area has prospects for multi-family and commercial development. The social and physical environment, and high land assembly costs are obstacles to short-term development. Not surprising, real estate interests felt that City land assembly assistance might be desirable in getting new development under way. Cherry Av. improvements are seen as a help to the environment and market, but no one said the improvements themselves would influence their short-term plans. No one suggested improving Cherry Av would be a waste of time and money, either.

Development Code Update

Why

- Existing codes are difficult for staff, much less lay citizen, to read and use
- Existing code have major structural errors and internal conflicts
- Existing codes are out of date in terms of modern development practices and needs
- Existing codes need major updating to conform with state law

What

- A new, modern Development Code that combines the zoning and subdivision ordinances into one easy to use document

How

- \$20,500 grant from LCDC to be spent this fiscal year
- \$15,000 ± to COG to manage process and be primary authors
- \$5,500 ± kept for legal services, printing, and mailing
- Staff time is local match
- Staff taking lead on River Road zone with special task force
- Attorney taking lead on procedures
- Planning Commission is primary citizen review body

When

- Draft material in January
- Planning Commission draft completed in March or April
- Council adopted must be before July 1, 1995

Council Actions Needed

- Concur with Directions
- Appoint a member to River Road zone Task Force
- Approve method for Planning Commission to make regular reports to Council on progress



MID-WILLAMETTE VALLEY COUNCIL OF GOVERNMENTS

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1957-1994

37
Years
of
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MEMORANDUM

October 6, 1994

To: Keizer Planning Commission

From: Mike Unger, AICP
Planning Manager

Subject: Development Code Update

DEVELOPMENT CODE CONCEPTS

At the September meeting, the Planning Commission brainstormed a number development concepts to help guide the code update. A summary of the development concepts is attached.

The Planning Commission will be reviewing the development concepts voiced last month. The Planning Commission will also discuss methods to implement concepts.

PUBLIC OUTREACH

A outreach letter has been sent to 18 groups or individuals who are active in Keizer development. The letter included the summary of development concepts generated by the Planning Commission. The COG will be individually contacting the 18 groups and individuals to collect feedback on the development code and to personally invite active participation.

KEIZER DEVELOPMENT CODE CONCEPTS

Planning Commission - September 1994

COMMERCIAL DEVELOPMENT

- There should be a central commercial focal point (downtown zone) characterized by:
 - pedestrian and transit-orientation;
 - increased office development;
 - higher densities; and
 - mixed use development.
- Redevelopment should be encouraged.
- Design standards should be developed and implemented through a site review process.

RESIDENTIAL DEVELOPMENT

Low Density

- Traditional style neighborhoods should be encouraged.
- Residential areas should be designed to connect between neighborhoods and have access to commercial areas.
- Neighborhood commercial development should be encouraged.
- Accessory dwellings should be permitted.
- Minimum density standards should be implemented.
- Attached housing should be encouraged.

High Density

- Adequate buffers should be provided between high and low density developments.
- Architectural standards should be developed.
- A site review process should be implemented.

OTHER ISSUES

- New development should be responsible for needed public facilities and public facility impacts.
- Accessory structure standards should be improved.