

MINUTES

KEIZER PLANNING COMMISSION KEIZER CITY HALL - COUNCIL CHAMBERS WEDNESDAY, OCTOBER 11, 1995

1. CALL TO ORDER

The meeting was called to order by Vice Chairman Matiskainen at 7:05 p.m.

2. SWEARING IN

City Attorney Johnson administered the oath of office to Bill Wolf.

3. ROLL CALL

The following members were present: Marty Matiskainen, Manny Martinez, Dick Inman, Bill Wolf, June Abbott, and Elaine Smith.

Also present were: Council Liaison Jerry Watson, City Attorney Shannon Johnson, Community Development Director John Morgan, and Recording Secretary Nona Oxe'.

4. ELECTION OF OFFICERS

Ms. Smith nominated Mr. Matiskainen as President of the Planning Commission. Mr. Martinez seconded the nomination. There being no further nominations for President, the nominations were closed. By acclamation Mr. Matiskainen was elected President.

Mr. Martinez nominated Ms. Smith as Vice President of the Planning Commission. Mr. Matiskainen seconded the nomination. There being no further nominations for Vice President, the nominations were closed. By acclamation Ms. Smith was elected Vice President.

5. APPEARANCE OF INTERESTED CITIZENS

No one came forward to present any issues to the Commission.

6. PROJECT UPDATES

Development Activity

FMAGIC

Mr. Morgan reported that to date the number of single-family building permits issued by the City is equal to the entire number issued in 1994. However, permits for total dwelling units are less than at this time last year. He noted that considerable commercial activity is taking place. Staff is working with the Staats Lake development team, and activity on the project is anticipated in the near future. Mr. Morgan noted that the Safeway groundbreaking will take place very soon.

Mr. Morgan advised that a Council workshop was held Monday night to review the draft Development Code. The City Council asked questions, provided input, and were most generally supportive of the draft. Revisions will come back to the Planning Commission for review and refinement prior to presenting the document to the public at formal hearings. Mr. Morgan briefly reviewed the major points considered by the Council at the workshop.

Willow Lake Study Implementation Strategy

Mr. Morgan reported that negotiations had proceeded through the SKAPAC process. Tomorrow night the Keizer City Council, the Salem City Council, the Marion County Board of Commissioners, and the Polk County Board of Commissioners will hold a joint meeting in an effort to reach some resolution with regard to the boundary of the special policy area.

Housing Rehabilitation

Mr. Morgan reported that fourteen houses are now in the rehab process, and it appears that the current grant will fund more than the hoped-for twenty projects. It is anticipated that the first twenty projects will be approved and underway by January 1. Mr. Morgan described two grant requests he plans to submit after the first of next year. If approved, the grants will extend and expand the rehab program. He emphasized that the demand is there and the public response has been very strong.

Cherry Avenue Design Plan

Mr. Morgan advised that the Plan will come back to the Planning Commission after the first of next year. At a staff workshop held this week it was confirmed that all participants are on track and the material will be assembled and ready for review. Adoption of the Plan is anticipated for March or April, 1996.

As a side note, Mr. Morgan advised that letters were sent to Ackerly Communications demanding removal of two illegal billboards that no longer meet the non-conforming sign status.

School Facility Study

Mr. Matiskainen called attention to a letter from the City of Keizer to the School Board, a copy of which was included in the agenda packet, responding to siting issues identified in the study. He asked if Mr. Morgan had any supplemental information.

Mr. Morgan noted that the School Board held a hearing last night to consider the study. City staff anticipates no adverse reaction from the School Board to the City's letter.

7. PUBLIC HEARING

7.1 Chemawa Activity Center

Chairman Matiskainen opened the public hearing and explained the procedure for receiving public testimony.

Community Development Director Morgan stated that subsequent hearings will be held before the City Council. He advised that a hearing is tentatively set for November 6, however, he anticipates it will take place later in November. Notice of the hearing will be mailed as was the notice for tonight's hearing.

Mr. Morgan reported that the work of the consultants is completed. Tonight he would be presenting their recommendations. He briefly reviewed the history of the Chemawa Activity Center Plan beginning with its inclusion in the 1985 Comprehensive Plan, and subsequent changes and adoption as an interim plan in 1993. He described the work done since that time to refine the land use pattern and look at infrastructure and financing.

Mr. Morgan described efforts to obtain funding for the consultant's work through a Department of Land Conservation and Development, Oregon Department of Transportation, Transportation and Growth Management Grant. He noted that the work for Keizer was done in conjunction with work for the City of Salem for the entire interchange from Portland Road to McLeod. He pointed out the involvement of the City of Salem and other agencies in the planning process, but emphasized that at tonight's hearing only the area west of the interchange within Keizer would be discussed.

Mr. Morgan requested that the Commission consider the consultant's recommendations and the public testimony, and after deliberation, provide him with direction with regard to crafting Comprehensive Plan and Zoning changes for recommendation to the City Council. He explained that the Commission would be looking at issues relative to land use, zoning, and transportation. This might involve going into greater detail in setting expectations with regard to building types, locations, textures, uses, etc. Also, he suggested that the Commission think in terms of procedurally how to approach the area. He explained that the area currently falls within an Activity Center Overlay Zone, requiring the conditional use process for all development.

Mr. Morgan noted that one issue the Council will consider is whether or not the Activity Center Overlay Zone should continue to apply to the land west of the Burlington Northern Railroad tracks, north of the Little League field. He explained that, as is the case with most other areas of the City, if this land were excluded from the Activity Center, with a zone applied, an individual could obtain a building permit without subsequent review against design or use criteria.

Mr. Morgan gave credit to the consultants, Kampe Associates, the lead contractor; Kittleson Associates, the traffic engineering firm; and Spencer & Kupper, the planning firm who did a market scan for the area. Referring to the consultant's color-coded land use and transportation/circulation maps of the Activity Center area, Mr. Morgan pointed out the various land quadrants and reviewed the corresponding recommendations.

With regard to land uses, Mr. Morgan began with the land north of Lockhaven and east of the BNRR. He pointed out that historically the land has been identified for industrial uses toward the north, and commercial toward the south. He noted that the PGE power lines are used as the break-point between the industrial and the commercial. For the industrial area, the recommendation is for a new zone called Industrial Business Campus (IBC) zone. Mr. Morgan called attention to the use of this zone type in the City of Salem along Hawthorne Avenue and also along Madrona near the airport. He noted that a higher design standard is required than for a conventional industrial use. For the commercial area, the focus is on a hotel/conference facility. The consultants identified a very strong market for such a facility in that area and are recommending that the City require it, and also require a developer-prepared master plan for the area.

For southeast quadrant, the Chemawa Indian School property, Mr. Morgan noted that the school has recently put together a master plan for their facility. He pointed out a triangle within the Keizer boundaries that is also owned by the school, and noted that their master plan indicates commercial for the entire area. The consultant's recommendation is that the northern half of the triangle site be highway-oriented commercial with a large park-n-ride lot at the south end. Mr. Morgan pointed out that the City Council is not enamored with the idea of commercial designation for the site, and may want to see a park-n-ride encompass the entire site.

Mr. Morgan noted that for the area west of the BNRR, north and south of Lockhaven, the recommendation is for application of the City's Mixed Use zone. Uses permitted under the Mixed Use zone are medium-density housing, office space, and light retail, encouraging an environment where all the uses are mixed together. Mr. Morgan pointed out that the market study supporting the recommendation found that higher-intensity use in the area would be supported by the traffic, would support the traffic, and also would help support the multi-modal opportunity issue of meeting commercial needs without traveling to another area.

Mr. Morgan proceeded to the Transportation recommendations. The consultants recommend that Radiant remain a through street, but be available to be realigned. He

explained that the assumption is that Radiant will still connect with Lockhaven, and with Tepper, however, the alignment decision would come from the master plan prepared by the development interest in the property. He noted that a specific recommendation is that the connection be as far east on Tepper as possible in order to discourage some potential through traffic from passing through the neighborhood area. Mr. Morgan noted that a 4-legged intersection is proposed for Radiant and Lockhaven with a new signal. He noted that the southern leg would be the entry into the triangle, providing access to the commercial site and to the park-n-ride.

Mr. Morgan recalled that historically the plan has recommended that Chemawa Road and Ridge Drive both be cut off at Lockhaven. He pointed out that the current plan continues to recommend that Ridge Drive be cut off from Lockhaven, but recommends leaving Chemawa Road connected. He explained that disconnecting Chemawa would have caused a significant air quality problem in the Traffic Model. He noted that the realignment of Ridge Drive back to McLeod Lane and Chemawa Road is still part of the recommendation. However, the specific alignment is still open for discussion.

Mr. Morgan noted that a final transportation recommendation is that an entrance-only ramp extend from the park-n-ride lot on to Salem Parkway for the use of high-occupancy vehicles.

Mr. Morgan explained that excluding the ramp, for which cost estimates have not yet been developed, the City is looking at between \$6 and 7 million for the infrastructure. He pointed out that nothing in the planning work caused a change in the sewer master plan or the water master plan. He described how and where the sewer and water would connect.

Mr. Morgan reviewed five workable financing options identified by the consultants: formation of a local improvement district; the sale of general obligation bonds; implementation of system development charges and transportation impact fees; the use of urban renewal and tax increment financing; and by way of Oregon Economic Development Program funding. He suggested that a combination of all the options would likely be the best way to finance the infrastructure.

Providing public testimony to the Planning Commission were:

Dale Johnson, 1285 Centennial Court SE, Salem, whose mother-in-law resides at 5917 Radiant Drive, Keizer. Mr. Johnson stated that he was asked by a group of about 15 people who are represented by Eldred Realty to act as their spokesperson. He noted that 15 of the 24 existing property owners within the activity center's 92 acres have signed with Eldred Realty for the sale of their property. Three more property owners are expected to sign for the sale of their property, representing a total of about 75% of property owners and about 85% of the acreage within the activity center area.

Mr. Johnson expressed appreciation for the cooperation and persistence of Community Development Director Morgan in working toward finalizing the project. He felt that a good and effective plan was coming together, and agreed with the recommendation for some sort of a convention center in the area. Mr. Johnson advised that working with him will be Josephine Ditchen who will act as spokesperson in his absence, and Rod Stubbs and Don Fransen from Eldred Realty. Ken Sherman Jr. will be acting as their attorney to help the process through. Because a meeting was scheduled with Mr. Sherman for next Monday, October 16, to discuss the details of his participation, Mr. Johnson requested that the hearing be held open until after that meeting.

Rod Stubbs, 3460 Dogwood Drive S, Salem, representing Eldred Realty, 1860 Hawthorne NE, Salem. Mr. Stubbs advised that he represents 15 of the property owners in the activity center area. He presented his credentials as co-author of the 1982 *Project 90* report for Salem, and reviewed the successful implementation of its recommendations. He also described his participation in successful development projects in the Portland area, and the relationship of those projects to the potential for development within Keizer. He specifically addressed the proposed industrial area in the north quadrant of the activity center, and pointed out its advantages and opportunities for employment. He stressed the importance of pursuing the use of the BNRR for light rail, and suggested that it might be done through private enterprise investment.

As a final note, Mr. Stubbs assured the Commission that there was no thought of developing a regional mall. He advised that in their preliminary marketing program ten private local users, all small, have indicated an interest in locating in the area. He noted that in order to get the property moving, the question of the infrastructure would have to be addressed. He expressed agreement with the concept of developing a master plan, but stressed the importance of the land being zoned and fully serviced and ready for development. He felt that there was no need to offer tax incentives.

Jim Bohanan and John Young had indicated on the sign up sheet that they wished to speak, but now wished to delay making comment until after meeting with Attorney Sherman.

Doyle Gukeisen, 2188 Aldine Drive NE, Keizer. Mr. Gukeisen expressed his interest in the zoning west of the rail road tracks. He stated that he would like to see the proposed multi-family dwelling designation dropped from the plan. He suggested that the area be zoned for light commercial and light industrial only. He pointed out current traffic problems in the Chemawa area, and suggested that more people living in the area will increase congestion in that location. Also, that more multi-family would increase overcrowding at the schools. Mr. Gukeisen also felt that hotels would cause traffic problems in area. He stated that several neighbors share his feelings and are willing to sign petitions.

For clarification, Mr. Morgan explained that Aldine is a stub-street north of Lockhaven and west of the railroad tracks that was stubbed-in with the intention that someday it would be extended into the activity center area. He noted that there is no obligation to extend Aldine, and suggested that the Planning Commission might want to resolve the issue of Aldine's extension into the project area. Mr. Morgan also pointed out the City Council's concern with the ability of the proposed transportation system to handle the potential traffic. He suggested that the Planning Commission be mindful of this concern when considering the transportation issues.

Dale Nason, 2200 Chemawa Road NE, Keizer. Mr. Nason objected to inclusion of the multi-family designation for the southwest quadrant. He felt that the multi-family designation in combination with office/retail didn't make a lot of sense. He emphasized the impact of the addition of multi-family on traffic and schools, and felt that including apartment houses among warehouses, etc. was inappropriate. He also stated that construction of a new street between Ridge Drive north of the Little League field to the intersection of McLeod Lane and Chemawa Road is not irrelevant to those who have parcels and live there. He expressed dismay with the time it is taking to make decisions for the area, and suggested that now is the time for the Planning Commission to make a strong recommendation as to the uses of the land and what will happen with the road.

Chairman Matiskainen entered into the record a letter from Doyle D. Gukeisen dated October 11, 1995, and a letter from Tony Paolucci dated October 11, 1995.

Chairman Matiskainen asked if there was any objection from the Planning Commission to the request to hold the hearing open until after the group meets with Mr. Sherman.

Councilor Watson could see no problem with holding the hearing open for a reasonable time, but indicated that at some point he would like to get some understanding of the feelings of the property owners south of Lockhaven.

Having received all the public testimony, Mr. Morgan suggested that the hearing be held open and continued to a date specific. He further suggested that tonight after continuing the hearing, the Commission discuss the consultants' recommendations and then provide him with direction on what they would like him to be working on with respect to land uses, zoning, design standards, policy, etc. He noted that if the hearing is left open, that information can be shared with the people on the mailing list prior to the continued hearing, allowing them to comment on it at the hearing.

After discussion the public hearing was continued to Wednesday, November 1 at 7:00 p.m. in the Keizer City Council Chambers. Mr. Morgan confirmed that every property owner within the activity center area received notice of tonight's hearing. He noted that although additional notice is not required for a continued hearing, notice of the continued hearing would be sent to everyone on the mailing list.

DISCUSSION

Ms. Abbott asked for clarification of what staff would be bringing back with regard to guidelines for a master plan for the area. Mr. Morgan made reference to the McNary Activity Center Plan as an example of the type of policy document that could be established for the Chemawa Activity Center area. He described some of the issues for which standards were specified for the Staats Lake project, and explained how the document was used in working with the developers.

Referring to the Staats Lake project, Mr. Johnson asked which took longer, the Planning Commission and staff work in developing the overall McNary Activity Center Plan or the development of a design plan by Staats. Mr. Morgan answered that the Planning Commission and staff work was greater by about a 10 to 1 ratio, making it much easier for the developer to do their design work.

Mr. Johnson pointed out Mr. Stubbs' desire that the process be made easier for a project to get underway. He suggested a need to determine whether the overall activity center plan should be very specific in what it requires, or be made more flexible, which would require more work after a master plan is submitted.

It was Ms. Abbott's understanding that Mr. Stubbs wished to see definite requirements in place so that a developer would know exactly what to expect when submitting a master plan.

Mr. Morgan described the types of standards that would need to be in place including expectations for landscaping, building facade materials and color, signage, etc. He pointed out that a plan for this project might include defining access requirements, specific housing density, and even specific commercial uses along with requirements for extraordinary design.

Mr. Morgan responded to questions about the proposed Industrial Business Campus zone. He defined it as a light industrial zone that allows certain retail uses, and gave examples of the types of retail that might be interspersed with the light industrial. He explained the concept of attractive buildings with flex space where users might frequently change. He noted that the industrial uses are screened from the outside, and projects have large landscaped areas. Mr. Morgan also responded to questions about participation by other entities in projects with this type of zoning.

Discussion followed regarding a time-frame for deciding on landscaping and design details. Mr. Morgan indicated that he would take into account what other cities have done, and the input from the Planning Commission, and would come back on November 1 with a "laundry list" for the Commission to consider.

Ms. Smith agreed that developments within Industrial Business Campus zoning were very attractive, but felt that the zoning was not very practical for this area. She suggested that if one of the objectives of the plan is to make development more pedestrian friendly, walking distance should be taken into account.

Ms. Smith asked for clarification on what development projects would be included in a single master plan. Mr. Morgan recalled that a master plan would be required for each, the retail, the hotel/conference complex, and the industrial.

There was discussion regarding the advantages of having a single master plan for the entire area, particularly with respect to circulation. Mr. Morgan noted that the represented group of property owners had indicated an interest in consolidating their property into a single listing and selling to one developer.

Mr. Johnson, for clarification, summarized the consultant's recommendations for the northwest quadrant and the southwest quadrant, all within Keizer. A master plan was recommended for the industrial area in northwest quadrant (1); a master plan was recommended for the hotel/conference, restaurants, retail development in northwest quadrant (2); there was no recommendation for the mixed-use area in northwest quadrant (3); for the three sections in the southwest quadrant (the commercial, the park-n-ride, and mixed-use) there was no discussion about master plans.

Discussion followed regarding the possibility of multi-family development north and south of Lockhaven, and the circulation problems that would result.

Mr. Wolf acknowledged that no one wished to see multi-family development occur within his/her own neighborhood, but pointed out that diversifying multi-family housing throughout neighborhoods is a smarter way to plan. He pointed out how a convergence of multi-family in one single neighborhood can be detrimental to the entire area. He also noted that where there is labor-intensive development there needs to be multi-family housing nearby, and pointed out that in this case traffic congestion would be lessened if housing were available in the area.

Mr. Morgan described types of higher-density housing other than apartments that might be considered such as townhouses, row houses, dwelling units over retail, etc. He suggested that 10 or 15 per acre density requirements rather than 25 might be applied. He explained why multi-family housing was felt to be more compatible with the other types of uses proposed, and suggested considering a spectrum of ideas to meet the multi-family recommendation.

There was further discussion regarding the application of guidelines to any mixed-use development. Mr. Morgan explained how the Mixed-Use zone could be accepted as vehicle with extraordinary policies applied to custom tune a zone to something that best fits the need for the area.

Concerning the possibility of multi-family development, Ms. Smith asked if the school district had been notified of the hearing. Mr. Morgan answered that it had not, but that it seemed reasonable for future notification. Ms. Smith said that she would like to see projections on what kind of multi-family would generate school age children.

Ms. Smith indicated that she would like to see some organization of the property owners on the southerly portion of the activity center area similar to that on the north. She saw a need for some kind of consensus with respect to a master plan for that area.

Mr. Johnson pointed out that many of the issues being discussed would be addressed in the activity center plan rather than a master plan for the specific development. He stressed that the issue of whether or not the area west of the tracks by the Little League field should be included in the activity center needed to be resolved. Also, the Commission needed to address how detailed the activity center plan should be.

Discussion followed regarding the development potential of the properties south of Lockhaven. Ms. Smith suggested that if the development potential is strong, a developer might unite with the property owners and in a cooperative effort work with the City to develop a plan.

Mr. Johnson pointed out that for the northern portion the specific areas that would require a master plan were identified, however for southern portion it was still unknown whether current property owners in single-family homes would remain. He suggested that it might be appropriate to require a master plan for the southerly three lots.

Mr. Morgan wondered if the concept of the Ridge Drive realignment should be addressed before considering what areas would be included in a master plan.

Discussion followed regarding the proposed circulation pattern and signalization for Chemawa Road.

The Planning Commission recessed at 9:10 p.m. and reconvened at 9:18 p.m.

Mr. Morgan was directed to consider the input from the Commission and draft the necessary material for discussion at the November 1 continued hearing.

8. ANNOUNCEMENTS AND AGENDA INPUT

Mr. Morgan called attention to a matrix included in the agenda packet which summarized the consultants' recommendations for River Road & Chemawa. He noted that he was offering it as a working document to assist in making decisions regarding zoning and renewal programs for the intersection. He explained that R3B had begun its review at an intense 3-hour worksession and had completed only about half of the document. He relayed

some of R3B's comments and noted their preference to apply design standards not only to River & Chemawa, but to the entire corridor. Mr. Morgan advised that he will be redoing the document with additional columns for R3B and Planning Commission comments with respect to each recommendation. It is anticipated that the matrix will be on the Planning Commission November 8 agenda.

Mr. Matiskainen called attention to an upcoming TGM Seminar sponsored by the APA as part of its Professional Development Series. The one-day conference will be held at the ODOT Region 1 Headquarters in Portland on November 3. Mr. Morgan advised that the City will pay the registration fee for any Commission member who wishes to attend.

Mr. Matiskainen announced that members of the Keizer Planning Commission are invited to a meeting with the Salem Planning Commission and the Marion County Planning Commission to discuss the Chemawa-I-5 Interchange Study. He noted that Keizer Commissioners are invited, but will not take part in the discussion. The meeting is scheduled for November 14 at 7:30 p.m. at the Salem Library.

Mr. Matiskainen reported on his participation in the Salem Downtown River Front Study and Master Plan Update.

8.1 Regular Meeting: November 8, 1995

9. ADJOURN

The meeting was adjourned by Chairman Matiskainen at 9:30 p.m.