MINUTES
City of Keizer
River Road Redevelopment Board
Keizer City Hall Library
Wednesday, September 27, 1995

1. CALL TO ORDER

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

2. ROLL CALL

The following members were present: Tim Smith, Stan Compton, Manny Martinez, Shannon Blake-Thiess, and Mark Grenz.

Also present were: Council Liaison Carl Beach, Community Development Director John Morgan, and Recording Secretary Nona Oxe'.

3. APPROVAL OF MINUTES

<u>It was moved by Ms. Blake-Thiess that the minutes of August 30, 1995 be approved. The motion was seconded by Mr. Compton and carried, all present voting aye.</u>

4. APPEARANCE OF INTERESTED CITIZENS

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

5. PROJECT UPDATES

Development Activity

Mr. Morgan reported that permits have been issued for the Safeway project and activity at the site is anticipated very soon.

Mr. Morgan had met twice with representatives of The Keizer Family Physicians to review plans for their new clinic to be constructed behind the U.S. Bank building in the River & Chemawa area. He described some of the design detail they are proposing for the structure. He anticipates that a building permit will be out in about three weeks.

Sign Grants

Mr. Morgan reviewed the Council-adopted procedure for sign grant requests, providing for them to be processed administratively, and submitted to the Council on their Consent Calendar. He circulated copies of current grant requests that will be presented to the City Council. For the request from Keizer Outdoor Power Equipment, the staff recommendation will be for denial inasmuch as all nonconforming signs have already been taken down. Mr. Morgan called attention to a proposal from Town & Country Bowl for their free-standing sign and new landscaping. New applications have been received from Keizer Stretch & Sew and DD Associates. Mr. Morgan noted that applications have been approved for Abby's, Burger King, Shutter Bug, and Keizer Family Physicians. The work is completed at Abby's and Burger King.

Mr. Morgan, tomorrow, expects to send Ackerly Communications, the billboard company, a demand letter advising that they have fourteen days to take down two billboards because the nonconforming status of the billboards was violated. Mr. Morgan relayed how he was notified that the billboard company was seen taking down and replacing part of a structure in violation of the sign code. Upon investigation, it was determined that changes had also been made to a second structure.

Undergrounding Project

Mr. Morgan reported that the PGE work on Chemawa Road is proceeding. The contractor will be replacing the sidewalk in front of the new Safeway site with meandering sidewalk. It is anticipated that the project along Chemawa will be completed by the end of the week, and then they will move on to Lockhaven.

Mr. Smith asked if any driveway approaches will be replaced. Mr. Morgan referred to drawings depicting the frontage at the St. Edward's Church. He explained the City's proposal that the driveway at the south end be closed and a new driveway approach be done at Claggett Street where the future signal is anticipated. Mr. Smith suggested talking to the Church and the owners of Fernwood Court about combining the north driveways. Mr. Morgan concurred that Mr. Smith's suggestion might be a better idea. Mr. Morgan also called attention to the City's proposal to move the sidewalk back five feet and create a planting strip. The Church will be asked to grant the City an easement for moving the sidewalk back.

Ms. Blake-Thiess asked if the set back sidewalk would be continued passed the bordering office building to avoid a hodgepodge. She felt that if all the sidewalk had to be ripped up for the undergrounding, it would be an opportune time to make changes. Mr. Morgan pointed out that for some areas there would be room to move back the sidewalk whereas for others there would not. He explained the concept of a meandering sidewalk. Mr. Morgan called attention to some of the identified opportunities to do improvements.

Staats Lake Project

Mr. Morgan reported that the project is moving at a fast pace. The developers have hired a consulting firm out of Portland to refine the master plan, and will focus on the east end of the lake. Mr. Morgan responded to questions about the anticipated number of lots, types of development, and pre-sales. He confirmed that there are plans for some kind of commercial complex on the east end of the lake. He noted that all of the development is within the Renewal District, and thus will provide tax increment.

6. DISCUSSION

6.1 River Road Planning

Mr. Morgan distributed copies of a summary of the consultants' recommendations for the River Road Design Plan - Phase II. He explained that he went through the three consultant-generated documents and developed the matrix which identifies the topic for which a recommendation is being made, the consultant document making the recommendation, the recommended zoning regulation where applicable, and the recommended renewal project activity where applicable. He emphasized that the consultants' documents merely contain recommendations to be considered by R3B and the Planning Commission for recommendation to the Council, and are not intended to be a plan for adoption. Recommendations to guide public and private participation are listed. From the R3B and Planning Commission input, Mr. Morgan will write the River Road Zone and craft the revisions to the Renewal Plan.

Mr. Morgan recalled the positive response to the consultants' work from R3B and the Planning Commission, and Council's affirmation to cautiously proceed. He noted that R3B would probably focus more on the Renewal aspects, and the Planning Commission would probably focus more on zoning, however, he encouraged comments on both areas. He suggested that at some point a joint worksession with the Planning Commission might be advisable.

Councilor Beach interjected that some of the Councilors were wondering if community input is needed with regard to the direction being taken before becoming more deeply involved in the planning process. He suggested that maybe there should be some kind of confirmation that the community really wants a focal point at River and Chemawa.

Mr. Smith understood Council's concerns, but emphasized the importance of gleaning from the consultants' recommendations what R3B and the Planning Commission consider appropriate to represent to the Council. He felt the Board should proceed with the work to start defining what might happen and then take it back to Council for public hearings.

Mr. Morgan recounted R3B and the Planning Commission's direction to proceed. He also called attention to the results of a Chamber of Commerce charted public opinion poll which included a statement that "Keizer should develop a downtown." The poll indicated 66% in favor, 13% opposed, and 21% undecided.

Discussion followed regarding what might be viewed as a "downtown." Councilor Beach pointed out the importance of having a complete picture before deciding for or against. He stressed the need to determine what is feasible, what is private, and what is public. He emphasized the importance of a joint effort with public participation for any project to succeed. He felt, however, that if zoning is developed, over time the City can gradually work into the plan and accomplish much without expending a whole lot of money.

Mr. Martinez was unaware of the public opinion poll, but noted that he has received negative input. Most people he talked with were opposed to pursuing a downtown. Mr. Morgan suggested that perhaps the term "downtown" was inappropriate. He noted that the reference has previously been to "focal points." Also, the feeling has been that none should be so dominant that it pulls business from others, and that they should be done in a manner that would allow development to fill in.

Ms. Blake-Thiess emphasized her on-going concern that plans for improvements in South Keizer not be abandoned.

Mr. Morgan briefly reviewed the general topics addressed in the summary. He pointed out Leland Associates' recommendations for unique design elements and right-of-way improvements for the River & Chemawa area, and noted that a decision would have to be made as to whether or not to pursue a design plan with higher standards for the area. He suggested that River & Chemawa might be adopted as an activity center in the Comprehensive Plan, requiring any development to go through Conditional Use procedures.

Mr. Compton felt that it would be difficult to do a design plan for River and Chemawa with the existing buildings. Mr. Morgan agreed that eventually buildings would have to be taken down and replaced.

Ms. Blake-Thiess felt that one area of River Road should not have stricter design standards than other areas. She felt that design standards for all of Keizer's commercial areas should be applied equally.

Councilor Beach agreed that design standards should be developed for all of the area, but possibly with something unique for the River & Chemawa four corners.

Mr. Morgan pointed out the following points of development for River & Chemawa identified by the consultants: do the public investment such as trees, distinctive lighting, street furniture, gateways, etc.; on the private side, set expectations for how private development will occur, including specifics for a large building at the north end of the site, and development on the UNOCAL corner; provide for internal streets--the north/south street and the two east/west connectors, and determine whether or not they should be public streets, will the City pay for curbs and sidewalks, and will on-street parking be required on the internal streets.

Mr. Morgan explained the various elements that could involve public money: the outside improvements previously mentioned; help with the internal street system--namely, curbs and sidewalks; a public plaza; and acquisition, assembly and redistribution of property.

Discussion followed regarding the expected life of buildings currently on the property. Mr. Morgan acknowledged that there is no immediate intent to have current buildings taken down, but that some exterior improvements can be done and a framework can be set for future development.

Mr. Compton made a recommendation that public funds be used to improve the parking lot area as far as putting in the sidewalk, and do landscape improvements on River Road from Chemawa to Claggett in conjunction with the U.S. Bank and Bob's Restaurant putting in some definite sidewalk and landscaping. Further, with the City going in on the east side behind the shopping center and putting in a street and sidewalk and curbs and allowing Whittenberg to develop the portion of the property on the north end of the block and the new street.

Ms. Blake-Thiess suggested that the Board first "hash through" the design standards and decide what to adopt on each one before deciding on a final recommendation to submit to the City Council.

It was the consensus to start at the beginning of Mr. Morgan's summary and discuss each topic and recommendation.

Bicycle

With regard to recommendations for bicycle transit on River Road, Mr. Morgan noted that the recommendations for bike lanes already exist in the River Road Design Plan. He reviewed plans and proposed dates for the restriping to occur. The Board unanimously agreed with the bicycle recommendations.

Circulation

Under the general topic, Circulation, the recommendation was that internal driveways shall connect from parcel to parcel so that the major public streets do not have to be used. Several locations where application of this requirement would improve circulation were discussed. The Board unanimously agreed to recommend to the Planning Commission that they pursue the internal driveway recommendation.

Corridor Focal Points and a Design Plan

It was the consensus of the Board to delay discussion of corridor focal points and a design plan for the River & Chemawa Center until after reviewing the remainder of the recommendations.

Design Standards

Mr. Morgan advised that recommendations for design standards were derived from both the River & Chemawa Center Plan and the Modal Opportunity Study. He noted that many of the issues have been talked about by the Planning Commission for some time.

With regard to a recommendation specific to the River & Chemawa Center to require two-story buildings, the Board felt that ADA requirements for elevators might preclude some development. After discussion, it was agreed that the recommendation should not be applied to zoning regulations, but that an Urban Renewal policy could encourage multi-story buildings through financial incentives. It was felt that the policy could apply not only to River & Chemawa, but throughout the corridor.

For a design standard requiring storefront windows along no less than 50% of building frontage, it was agreed that the requirement should be limited to retail storefronts.

The Board discussed a requirement for storefront facades to not exceed a 30 foot width. Several types of architectural treatments to enhance a facade rather than limiting the storefront to 30 feet were suggested. Mr. Morgan noted, however, that the recommendation refers to actual, visual storefronts. He suggested that it might be appropriate to apply the requirement at the nodes only, and not to the remainder of the corridor. It was decided that the requirement should be discussed with the Planning Commission.

The Board agreed with the recommendation to require roof designs that are consistent or complimentary such as hipped, gambrel, or gabled roofs.

With regard to a requirement for establishment of an overall design theme in each corridor focal point, the Board was reluctant to use the term theme, but agreed on requiring overall design standards with regard to color, texture, facades, roof, etc. to present an overall congruent appearance.

The Board agreed with the recommendation to require coverings (awnings, canopies, etc.) over sidewalks along building frontages.

The Board discussed a recommendation to require architectural relief on all walls to avoid blank walls. What specifically was meant by architectural relief was unclear, however, the Board agreed with the concept.

Mr. Morgan reviewed the following recommendation to require that buildings be put at the street: "Orient buildings to the street with primary entries facing the street or designated pedestrian way. Parking lots should occupy no more than 50% of street frontage. Facades should be between 0 and 15 feet of the street with intervening area landscaped or used for pedestrian purposes." He acknowledged that the requirement would apply to new construction only. The Board agreed with the recommendation.

A recommendation specific to the River & Chemawa area that no building, except Safeway and the proposed hotel shall exceed a 18,000 square feet ground footprint, was considered unnecessary. It was felt that architectural enhancements could be used to make a larger building attractive. The Board rejected the recommendation.

The Board agreed with the recommendation to establish stricter standards for corridor focal points.

The Board agreed with the recommendation to establish distinctive standards for building materials and color.

Development Process

With regard to a recommendation under the development process topic to provide a "streamlined" review process using clear standards and administrative review processes, Mr. Grenz pointed out the delays in permit processing under the current system with Marion County. Mr. Smith noted Keizer's previous efforts to change to an in-house system, and Council's rejection of the proposal. Mr. Morgan explained how an in-house program would work. He felt that an argument could be made that it would be more cost-effective, and suggested support if the proposal should resurface. The Board agreed to support the consultant's recommendation.

Mr. Morgan noted that the recommendations dealing with the Development Process are based on the idea that the City spend more time promoting, fostering, and helping development out. The Board agreed with the recommendations to 1) Create an ombudsman to coordinate approval and development process, 2) Maintain parcel information base, 3) Provide prototype information, and 4) Develop a brochure and other materials promoting the River & Chemawa Center. Mr. Morgan acknowledged that the GIS system will be useful with regard to some of the recommendations.

The Board agreed with a recommendation to sponsor a design competition for a single development parcel, but also felt that a design competition for the proposed gateways should be included.

The Board discussed a recommendation to reduce the cost of development within the River & Chemawa Center through reduced or waived fees, loan guarantees, special financing districts, revolving loan funds, etc. It was felt that incentives might be made available for special circumstances such as was earlier discussed with regard to multi-story buildings. Mr. Smith felt an incentive program was worth pursuing, however, he felt there was a need to create what would constitute an incentive. Mr. Morgan pointed out that the original Urban Renewal Plan called for the creation of a business loan fund. In this fiscal year's budget there is a $50,000 revolving loan fund to be used for facade, parking lot and landscaping improvements for existing buildings. He felt the below-market loan could be considered an incentive. He acknowledged that identifying possible incentives is being pursued.

The Board discussed at length a recommendation to assemble parcels in order to create new development parcels for resale. Mr. Morgan pointed out that assembly is classic urban renewal, and described other cities where the procedure had been used. He acknowledged, however, that it would likely be considered the most radical of the urban renewal recommendations for this area.

Mr. Morgan relayed a proposal from Mr. Whittenberg relative to the City's acquisition, assembly and resale of property within the River and Chemawa Plan area. He pointed out possible benefits to the City, but noted problems identified by the consultants. He suggested that many unknowns and uncertainties would need to be addressed before such an activity could be considered.

Mr. Morgan responded to questions about public involvement and the related benefits, as well as the costs that might be involved. Mr. Smith pointed out that in most cases government ends up footing a portion of the bill in exchange for a better plan that gives more value once the property is redeveloped, and results in greater incremental return.

Mr. Morgan suggested that the UNOCAL property on the other corner of River and Chemawa might provide a more advantageous opportunity for assembly. He explained how by assembly the City might act as a facilitator to bring together smaller businesses into one nice complex.

Mr. Morgan acknowledged that the mechanism for the City to assembly property is in place. He explained how any specific program would require an amendment to the Urban Renewal Plan. After further discussion of the pros and cons of public assembly, Mr. Smith suggested that R3B speak positively of the issue in general.

The Board agreed with a recommendation to develop and maintain a public information campaign.

Driveways

With regard to driveways, the Board agreed with the zoning-related recommendation to require closure and consolidation of dangerous and unnecessary driveways with new development, and the renewal project-related recommendation to close and consolidate dangerous and unnecessary driveways at existing developments. Mr. Morgan reviewed the adopted grant procedure to pay for closing of existing undesirable driveways. He also recounted Council's direction with regard to existing driveways to allow them to remain if the property owner objects to their closing. Mr.

Morgan advised that he is currently negotiating a driveway closure at the location of the closed Skippers Restaurant where a new retail and office space building is being constructed.

(Mr. Compton left the meeting at 9:17 p.m.)

Housing

In discussing recommendations related to housing, the Board agreed with a recommendation of the River & Chemawa Center Plan to rezone to allow housing at the east end of the study area. It was suggested that for clarity, the recommendation be amended to indicate higher-density housing.

The Board agreed with a recommendation to amend zoning to allow housing in upper stories of commercial buildings without penalty.

The Board agreed with a recommendation to encourage higher density housing around commercial centers.

After discussion, the Board rejected a River & Chemawa Center Plan recommendation to provide financial incentives for higher density housing development within the study area.

Land Use

With regard to land use, the Board agreed with a recommendation to allow only pedestrian-supportive land uses within corridor focal points. Uses that would be allowed, and uses that would be prohibited were discussed.

Landmark Structures

Under landmark structures, Mr. Morgan reviewed the zoning and renewal project recommendations for towers within the River and Chemawa Center Plan area. He also explained how towers might be tied in with recommended gateways. After discussion, the recommendations for towers and gateways were left open for further discussion.

Landscaping

Mr. Morgan reviewed the recommendations relative to landscaping. The Board agreed with a zoning-related recommendation that street trees should be incorporated into corridor focal points as part of the development process. They also agreed with a renewal project-related recommendation that street trees should be placed along existing public streets within corridor focal points.

Mr. Morgan referred to three recommendations pertaining to the ratio of trees to parking spaces. With reference to on-street parking, he reviewed the recommendation to require one tree island for every two on-street parking spaces, located between the spaces. He described how the tree island would extend beyond the curb, breaking up the on-street parking.

The two recommendations dealing with trees within parking lots, called for a ratio of one tree for every four spaces. Mr. Morgan questioned whether the Board wished to apply the same standard throughout the River Road corridor, or perhaps a different standard within corridor focal points.

The Board felt that one tree for every four spaces seemed a little restrictive. After discussion, Mr. Morgan was directed to continue to study the matter and come back with alternatives for the ratio of trees to spaces, disbursed evenly throughout a parking lot, and with a threshold parking lot size.

The Board agreed with recommendations for a five foot landscaped strip between curb and sidewalk for new development; and for a five foot landscaped strip between curb and sidewalk for selected existing developments. Mr. Morgan pointed out that retrofitting curbs and sidewalks for existing development would involve the use of public money, as previously discussed.

Discussion followed regarding a recommendation for installation of landscaped islands in the turn lane at locations selected to not impede turning movements. Mr. Morgan pointed out that this recommendation is quite different from one rejected some time ago which called for a landscape island throughout the project. He pointed out that the recommended islands would be small in size, and would not restrict left turning. It was pointed out that in addition to making the road more attractive, the appropriately-spaced islands would help prevent the improper use of the middle turn lane. The Board agreed with the recommendation.

Lighting

With respect to lighting, the Board agreed with a zoning-related regulation that special lighting fixtures should be incorporated into corridor focal points as part of the development process; and a renewal project-related recommendation that special lighting fixtures should be placed along existing public streets within corridor focal points.

Parking

The first recommendation for parking, stated that on-street parking should be included along all internal streets in corridor focal points. Mr. Morgan pointed out the areas where the requirement would apply. The Board discussed at length the practicality of requiring a wider street to meet the requirement, and the potential costs to the City in cases where public improvements are done. Mr. Morgan was directed to further explore the practicality of on-street parking within focal points by having plans drafted for the proposed River & Chemawa area internal streets, providing for the on-street parking.

Due to the late hour, Chairman Smith requested that Mr. Morgan schedule discussion of the remainder of the summary for the October meeting. Mr. Morgan noted that the Planning Commission's October agenda is full and very likely would not allow time for them to consider the summary of recommendations. He indicated that he would like to share R3B's comments with the Planning Commission, and suggested that a joint meeting might be in order. The Board indicated that they would prefer to complete their review of the entire matrix before scheduling a joint meeting with the Planning Commission.

7. ANNOUNCEMENTS AND AGENDA INPUT

7.1 Regular Meeting - October 25, 1995

8. ADJOURN

There being no further business to come before the Board, the meeting was adjourned by Chairman Smith at 10:00 p.m.