



# Oregon

Theodore R. Kulongoski, Governor

Department of Land Conservation and Development

635 Capitol Street NE, Suite 150

Salem, Oregon 97301-2524

Phone: (503) 373-0050

First Floor/Costal Fax: (503) 378-6033

Second Floor/Director's Office: (503) 378-5518

Web Address: <http://www.oregon.gov/LCD>

## NOTICE OF ADOPTED AMENDMENT

September 18, 2006

TO: Subscribers to Notice of Adopted Plan  
or Land Use Regulation Amendments

FROM: Mara Ulloa, Plan Amendment Program Specialist

SUBJECT: City of Salem Plan Amendment  
DLCD File Number 012-05



The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Due to the size of amended material submitted, a complete copy has not been attached. A copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures\*

### **DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: October 4, 2006**

This amendment was submitted to DLCD for review 45 days prior to adoption. Pursuant to ORS 197.830 (2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

**\*NOTE: THE APPEAL DEADLINE IS BASED UPON THE DATE THE DECISION WAS MAILED BY LOCAL GOVERNMENT. A DECISION MAY HAVE BEEN MAILED TO YOU ON A DIFFERENT DATE THAN IT WAS MAILED TO DLCD. AS A RESULT YOUR APPEAL DEADLINE MAY BE EARLIER THAN THE ABOVE DATE SPECIFIED.**

Cc: Gloria Gardiner, DLCD Urban Planning Specialist  
Jason Locke, DLCD Regional Representative  
Courtney Knox, City of Salem  
Dan Riordan, City of Salem

<paa> ya/



PROF

# 2 Notice of Adoption

DEPT OF

DEPT OF

THIS FORM MUST BE MAILED TO DLCD  
WITHIN 5 WORKING DAYS AFTER THE FINAL DECISION  
PER ORS 197.610, OAR CHAPTER 660 - DIVISION 18

SEP 14 2006

SEP 14 2006

LAND CONSERVATION  
AND DEVELOPMENT

LAND CONSERVATION  
AND DEVELOPMENT  
For DLCD Use Only

Jurisdiction: City of Salem Local file number: \_\_\_\_\_

Date of Adoption: 9/11/2006 Date Mailed: 9/12/2006

Date original Notice of Proposed Amendment was mailed to DLCD: 7/19/2005

- |  |   |
|--|---|
| <input type="checkbox"/> Comprehensive Plan Text Amendment | <input type="checkbox"/> Comprehensive Plan Map Amendment |
| <input type="checkbox"/> Land Use Regulation Amendment     | <input type="checkbox"/> Zoning Map Amendment             |
| <input type="checkbox"/> New Land Use Regulation           | <input type="checkbox"/> Other: <u>urban renewal plan</u> |

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

- 1. Add a new project - Core Area Redevelopment Project to focus redevelopment activities in downtown, establishing a vibrant mixed use core**
- 2. Revise Major and Minor Amendment sections to reflect current policies, streamline amendments, and create consistency among plans**
- 3. Revise text throughout Plan to reflect progress in achieving goals, correct obsolete language and inconsistent terminology**

Describe how the adopted amendment differs from the proposed amendment. If it is the same, write "SAME". If you did not give Notice for the Proposed Amendment, write "N/A".

**Council retained one step regarding amendment #2; affected neighborhood associations will be included in future review of Major and Minor Amendments to the Plan**

Plan Map Changed from: N/A to: N/A

Zone Map Changed from: N/A to: N/A

Location: Downtown Salem Acres Involved: about 9

Specify Density: Previous: N/A New: N/A

Applicable Statewide Planning Goals: 1(Citizen Involv.); 9 (Econ. Dev.); 10(Housing)

Was and Exception Adopted?  YES  NO

DLCD File No.: 012-05 (14520)

Did the Department of Land Conservation and Development receive a Notice of Proposed Amendment.....

Forty-five (45) days prior to first evidentiary hearing?  Yes  No

If no, do the statewide planning goals apply?  Yes  No

If no, did Emergency Circumstances require immediate adoption?  Yes  No

Affected State or Federal Agencies, Local Governments or Special Districts:

**Salem Area Mass Transit District, Salem/Keizer Public Schools, Chemeketa Community College, Marion County Commission, Willamette Educational Service District, Marion County Soil and Water, City of Salem**

Local Contact: **Courtney Knox; Dan** Phone: **(503) 588-6178** Extension:

**Riordan**

Address: **350 Commercial St. NE** City: **Salem**

Zip Code + 4: **97301-3412** Email Address: **cknox@cityofsalem.net**

## ADOPTION SUBMITTAL REQUIREMENTS

This form must be mailed to DLCD within 5 working days after the final decision  
per ORS 197.610, OAR Chapter 660 - Division 18.

1. Send this Form and TWO (2) Copies of the Adopted Amendment to:

**ATTENTION: PLAN AMENDMENT SPECIALIST  
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT  
635 CAPITOL STREET NE, SUITE 150  
SALEM, OREGON 97301-2540**

2. Submit **TWO (2) copies** the adopted material, if copies are bounded please submit **TWO (2) complete copies** of documents and maps.
3. Please Note: Adopted materials must be sent to DLCD not later than **FIVE (5) working days** following the date of the final decision on the amendment.
4. Submittal of this Notice of Adoption must include the text of the amendment plus adopted findings and supplementary information.
5. The deadline to appeal will not be extended if you submit this notice of adoption within five working days of the final decision. Appeals to LUBA may be filed within **TWENTY-ONE (21) days** of the date, the Notice of Adoption is sent to DLCD.
6. In addition to sending the Notice of Adoption to DLCD, you must notify persons who participated in the local hearing and requested notice of the final decision.
7. **Need More Copies?** You can copy this form on to 8-1/2x11 green paper only; or call the DLCD Office at (503) 373-0050; or Fax your request to:(503) 378-5518; or Email your request to [mara.ulloa@state.or.us](mailto:mara.ulloa@state.or.us) - ATTENTION: PLAN AMENDMENT SPECIALIST.

## ***Riverfront-Downtown Urban Renewal Plan Amendments***

Scope of the Amendments to the Riverfront-Downtown Urban Renewal Plan, as originally proposed:

1. Addition of a new project (1105) for redevelopment activities in the core downtown area (Core Area Redevelopment) to establish downtown as a vibrant mixed use area, with a strong, diverse and interdependent collection of activities and uses. The project area is bound by Union Street NE (north), High Street NE (east), Ferry Street NE (south), and Front Street NE (west). This project addresses the Council goal regarding reducing vacancies and eliminating blighting influences in the downtown area.
2. Revisions to the text of Plan Sections 1002 (Major Amendments) and 1003 (Minor Amendments) to reflect current policies, streamline the amendment process, and establish consistency among urban renewal plans. (See attached flow charts.)
3. Revisions to the text in Plan Section 1100 (Urban Renewal Projects), Plan Section 602 (Land Acquisition), and various other sections throughout the Plan to reflect progress in achieving Plan Goals and Objectives and remove or correct obsolete language, unnecessary redundancy, or inconsistent terminology in the Plan.

### ***Process***

- The Council held first reading of Ordinance No. 60-05 on August 8, 2005.
- On September 6, 2005, the Agency Board referred the amendment package to the Downtown Subcommittee and the Council canceled the public hearing. The Subcommittee was subsequently disbanded and referred remaining items to the Downtown Advisory Board (DAB).
- On August 21, 2006, the Agency approved minor changes to the Plan to reflect changes which had occurred since the first reading of the ordinance, and forwarded a revised Plan to the Council for their consideration at the August 28, 2006, public hearing.

### ***Difference of Adopted Amendments from Original Proposal***

- Following deliberations at the Council public hearing on August 28, 2006, the Council decided to not incorporate recommendations made by the Salem-Keizer Transit District and Salem Keizer School District and referred the Plan back to the Agency for the following changes:
  - Add to the amendment process that the affected neighborhood associations be included, on a discretionary basis as determined by the Agency at the time amendments are initiated, in review of Minor Amendments; and
  - Add to the amendment process that the affected neighborhood association consultation be included in review of Major Amendments.

***Riverfront-Downtown Urban Renewal Plan  
Changes approved by Council August 28, 2006 for Agency Board  
consideration on September 11, 2006, prior to second reading of  
Council ordinance.***

***August 22, 2006***

**1002 Major Amendments**

Major amendments shall be reviewed by the DAB, ~~in consultation with~~ affected neighborhood associations, and require approval by the Agency by resolution and by the City Council, which may approve the amendment by resolution. Major amendments are defined as the addition of new goals, objectives or projects to this Plan.

**1003 Minor Amendments**

Minor amendments shall be adopted by resolution of the Agency. Minor amendments are defined as any change to this Plan that is not classified as a Substantial or Major Amendment.

***September 11, 2006***

**1002 Major Amendments**

Major amendments shall be reviewed by the DAB ~~affected neighborhood associations~~ and require approval by the Agency by resolution and by the City Council, which may approve the amendment by resolution. Major amendments are defined as the addition of new goals, objectives or projects to this Plan.

**1003 Minor Amendments**

Minor amendments shall be adopted by resolution of the Agency. ~~Affected neighborhood associations may be consulted on a discretionary basis as determined by the Agency at the time the amendments are initiated.~~ Minor amendments are defined as any change to this Plan that is not classified as a Substantial or Major Amendment.

1 **ENGROSSED**

2 **A BILL FOR ORDINANCE NO. 60-05**

3 AN ORDINANCE MAKING CERTAIN DETERMINATIONS AND FINDINGS RELATING  
4 TO AND APPROVING AMENDMENTS TO THE RIVERFRONT-DOWNTOWN URBAN  
5 RENEWAL PLAN.

6 WHEREAS, the Urban Renewal Agency of the City of Salem (Agency) is a public body,  
7 corporate and politic, duly activated by the City of Salem (City), exercising its powers to engage  
8 in urban renewal activity as authorized by ORS Chapter 457; and

9 WHEREAS, the Agency, pursuant to the requirements of ORS Chapter 457, developed  
10 and the City, pursuant to ORS 457.095, approved the Riverfront-Downtown Urban Renewal  
11 Plan (the Plan), as subsequently amended and approved by Resolution No. 76-301 on October  
12 11, 1976; Resolution No. 77-187 on July 5, 1977; Resolution No. 78-17 on January 23, 1978;  
13 Ordinance No.109-84 on September 11, 1984; Resolution No. 39-86 on April 14, 1986;  
14 Ordinance No. 13-88 on February 9, 1988; Resolution No. 91-82, 91-85 on September 3, 1991;  
15 Ordinance No. 63-93 on November 9, 1993; Ordinance No. 49-98 on May 28, 1998; Ordinance  
16 No. 86-98 on November 23, 1998; Resolution No. 2002-144 on December 10, 2001; Resolution  
17 No. 2003-20 on February 10, 2003; and Ordinance No. 39-05 on May 9, 2005; and

18 WHEREAS, the Agency prepared proposed Major Amendments to the Plan (the  
19 Proposed Amendments) to: (1) add a new project called Core Area Redevelopment in Section  
20 1105 of the Plan for redevelopment activities in the core downtown area to establish downtown  
21 as a vibrant mixed use area, with a strong, diverse and interdependent collection of activities and  
22 uses - retail, residential, office and entertainment; (2) revise text of Section 1002, Major  
23 Amendments, and Section 1003, Minor Amendments, to reflect current policies, streamline the  
24 amendment process, and establish consistency among urban renewal plans; and (3) revise text in  
25 Section 1100, Urban Renewal Projects, Section 602, Land Acquisition, and at various other  
26 sections throughout the Plan to reflect progress in achieving Plan Goals and Objectives and  
27 remove or correct obsolete language, unnecessary redundancy, or inconsistent terminology in the  
28 Plan; and

1           WHEREAS, as required by Section 1002 of the Plan, the Agency has prepared a report  
2 that complies with ORS 457.085(3) (the Report) to accompany the Proposed Amendments; and

3           WHEREAS, the Agency forwarded the Proposed Amendments and the Report to the  
4 Downtown Advisory Board (DAB) for review and comment, and on July 14, 2005 the DAB  
5 unanimously approved the Proposed Amendments and made the following additional  
6 recommendations: (1) that the new project description be changed to increase the boundary to  
7 the northwest and east to include potential residential redevelopment opportunities; (2) that the  
8 DAB would adopt a policy to notify potentially affected neighborhood associations whenever the  
9 DAB reviews future major or minor amendments; and (3) that the DAB receive notice of  
10 meetings at which the Council would consider the approval of future minor amendments to the  
11 Riverfront-Downtown Urban Renewal Plan; and

12           WHEREAS, on July 15, 2005 the Agency forwarded the Proposed Amendments and the  
13 Report to the governing body of each taxing district affected by the Plan, and the Agency  
14 thereafter consulted and conferred with each such taxing district; and

15           WHEREAS, on July 18, 2005 the Agency forwarded the Proposed Amendments and the  
16 Report to the State of Oregon Department of Land Conservation and Development; and

17           WHEREAS, pursuant to ORS 457.085(4) the Agency forwarded the Proposed  
18 Amendments and the Report to the City of Salem Planning Commission (the Planning  
19 Commission) for recommendation, and on July 19, 2005 the Planning Commission  
20 recommended: (1) not to make changes to the major amendment process and maintain  
21 consultation with potentially affected neighborhood associations and the Planning Commission;  
22 (2) include in the major amendment process a requirement that the Agency notify and allow  
23 affected property owners to comment on future major and minor amendments; (3) to add a  
24 policy statement to the Plan which describes the Plan's primary objective of fostering private  
25 sector development; and

26           WHEREAS, on July 22, 2005 the Marion County Soil and Water Conservation District  
27 submitted a written statement indicating that it had no recommendations regarding the Proposed  
28 Amendments; and

1           WHEREAS, on August 1, 2005 the Agency, after consideration of the recommendations  
2 of the DAB and the Planning Commission, and, after due deliberation, forwarded the Proposed  
3 Amendments to the Plan, which are attached to this Ordinance as "Exhibit A," and incorporated  
4 herein by this reference, and the Report, which is attached to this Ordinance as "Exhibit B," and  
5 incorporated herein by this reference, to the City Council for approval; and

6           WHEREAS, the City Council has caused to be published in the Statesman Journal, the  
7 newspaper having the greatest circulation in the City of Salem municipality which is published  
8 within the City of Salem, notices of the holding of a public hearing on September 12, 2005, to  
9 consider the approval of the Proposed Amendments, such notices being published on August 26,  
10 2005 and September 6, 2005; and

11           WHEREAS, on September 12, 2005 the City Council held a public hearing to review and  
12 consider the Proposed Amendments and the Report; and

13           WHEREAS, the City Council, after consideration of such evidence and testimony as is in  
14 the record, and after due deliberation, hereby finds that the Proposed Amendments comply with  
15 all the requirements of the Plan and ORS Chapter 457 and the specific criterion of ORS  
16 457.095(1) through (7), in that:

- 17           (1)    The area described in the Plan meets the statutory definition of "blight," as  
18                defined by ORS 457.010(1).
- 19           (2)    The rehabilitation and redevelopment described in the amended Plan that the  
20                Agency will undertake is necessary to protect the public health, safety and welfare  
21                of the City because absent the completion of urban renewal projects, the Area will  
22                fail to contribute its fair share of property tax revenues to support City services  
23                and will fail to fulfill its land use functions under the City's Comprehensive Plan.
- 24           (3)    For the reasons set out in Section 4 of the Report, the amended Plan conforms to  
25                the Salem Area Comprehensive Plan as a whole and provides an outline for  
26                accomplishing the urban renewal project.
- 27           (4)    Provision has been made to house displaced persons within their financial means  
28                in accordance with ORS 281.045 to 281.105 and, except in the relocation of



1 elderly or disabled individuals, without displacing on priority lists persons already  
2 waiting for existing federally subsidized housing;

3 (5) The acquisition of real property as provided for in the amended Plan is necessary  
4 for redevelopment in the area covered by the Plan.

5 (6) Adoption and carrying out of the amended Plan is economically sound and  
6 feasible because eligible projects and activities will be funded by urban renewal  
7 tax revenues derived from a division of taxes pursuant to Section 1c, Article IX,  
8 of the Oregon Constitution, and ORS 457.440 as described in Section 906 of the  
9 Plan.

10 (7) The City shall assume and complete any activities prescribed it by the Plan.

11 ~~(8) The recommendations of the Salem-Keizer Transit District and the Salem-Keizer  
12 School District should not be incorporated in the Plan.~~

13 NOW, THEREFORE, THE CITY OF SALEM ORDAINS AS FOLLOWS:

14 **Section 1.** The Proposed Amendments to the Riverfront-Downtown Urban Renewal Plan are  
15 hereby approved.

16 **Section 2.** The City Recorder shall forward a copy of this ordinance forthwith to the Agency.

17 **Section 3.** The Agency shall thereafter cause a copy of the Plan, as amended, to be recorded  
18 with the recording officer of Marion County, Oregon.

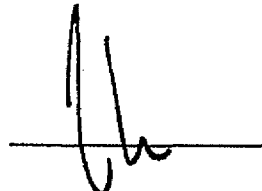
19 **Section 4.** The City Recorder, pursuant to ORS 457.095, is hereby directed to publish, in  
20 accordance with ORS 457.115, a notice of adoption of this ordinance approving the amended  
21 Plan, including the provisions of ORS 457.135, in a newspaper having the greatest circulation in  
22 the City of Salem, no later than four days following adoption of this ordinance.

23 PASSED by the City Council this \_\_\_\_\_ day of \_\_\_\_\_, 2005.

24 ATTEST:

25  
26 City Recorder

27 Checked by C. Knox

28 Approved by City Attorney: 

G:\Group\LEGAL\Council\091106 Engrossed RDURP Ord.wpd

**EXHIBIT A**

**Riverfront-Downtown  
Urban Renewal Plan**

**Urban Renewal Agency  
of the  
City of Salem, Oregon**

**August 2005**

**URBAN RENEWAL PLAN  
FOR THE  
RIVERFRONT-DOWNTOWN URBAN RENEWAL AREA  
CITY OF SALEM, OREGON**

**PART ONE – TEXT**

**PART TWO – EXHIBITS**

**ADOPTED MAY 5, 1975**

**AMENDED:**

**OCTOBER 11, 1976  
JULY 5, 1977  
JANUARY 23, 1978  
SEPTEMBER 11, 1984  
APRIL 14, 1986  
FEBRUARY 16, 1988  
SEPTEMBER 3, 1991  
NOVEMBER 9, 1993  
MAY 26, 1998  
NOVEMBER 23, 1998  
DECEMBER 10, 2001  
FEBRUARY 10, 2003  
MAY 9, 2005  
AUGUST 2005**

**Prepared by:**

**Urban Renewal Agency of the City of Salem, Oregon  
350 Commercial Street, NE  
Salem, Oregon 97301  
(503) 588-6178**

**CITY COUNCIL AND  
URBAN RENEWAL AGENCY BOARD  
OF THE  
CITY OF SALEM**

**Janet Taylor, Mayor**

**Ward 1, Frank Walker  
Ward 2, Jim Randall  
Ward 3, Brad Nanke  
Ward 4, TJ Sullivan  
Ward 5, Rick Stucky**

**Ward 6, Bruce Rogers  
Ward 7, Brent DeHart  
Ward 8, Dan Clem**

**DOWNTOWN ADVISORY BOARD**

**Mark Shipman, Chair**

**Sylvia Dorney, Vice Chair**

**Jim Bauer**

**Frankie Bell**

**Jeff Corner**

**William Davis**

**Tim Duffy**

**Debra Edwards**

**Darr Goss**

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**Nate Levin**

**Mark Shipman**

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**SALEM PLANNING COMMISSION**

**Jennifer Butler**

**Daniel Dorn**

**Darr Goss**

**Nathan Levin**

**James Lewis**

**Michael Nelson**

**Jim Wiles**

**ADMINISTRATION**

**Robert G. Wells, City Manager**

**Rick Scott, Urban Development Director**

**Daniel Riordan, Revitalization Supervisor**

**Jill Corcoran, Revitalization Supervisor**

**John Jansons, Project Coordinator**

**Courtney Knox, Project Coordinator**

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## **SECTION 100 – INTRODUCTION**

### **101 Legal Basis for Employee Urban Renewal Process**

The Urban Renewal Plan for the Riverfront/Downtown Urban Renewal Area (the RDURA) consists of Part One, "Text," and Part Two, "Exhibits." This Plan has been prepared by the Urban Renewal Agency of the City of Salem, Oregon, pursuant to ORS Chapter 457, Article IX, Section 1c, of the Oregon Constitution, and all applicable laws and ordinances. All such applicable laws are made a part of this Plan, whether expressly referred to in the text or not.

### **102 Declaration of Necessity and Purpose**

Within the boundaries of the RDURA, as hereinafter described, the Mayor and Common Council of the City of Salem hereby finds there exists conditions of blight, deterioration, decline of property values and business vacancies, conflicts between vehicular and railroad traffic, and other factors which constitute a detriment to the health, safety, morals, and welfare of residents of the City and people frequenting the RDURA.

The Mayor and Common Council further finds that to correct the condition as herein above stated and to realize the Plan Objectives set forth in Section 400 of this Plan, that it is necessary and in the public interest to declare the RDURA as an urban renewal area and to utilize therein, the urban renewal and redevelopment provisions of ORS Chapter 457.

### **103 Assurance to Qualify for Federal Financial Assistance**

In order that this Plan may qualify for federal financial assistance, and pursuant to Block Grant Funding of Title 1 of the Housing and Community Development Act of 1974, the "Assurances" provisions of the US Department of Housing and Urban Development (Form HUD 7015.12 – 12/74) by this reference are hereby included within this Plan as if such assurance were herein included in full.

### **104 Citizen Participation**

Prior to the adoption of this Plan, the Mayor and Common Council appointed a citizens advisory group referred to as the Riverfront Committee to advise the Council on the Riverfront Project. The Mayor and Common Council appointed two boards to succeed the Riverfront Committee: the Downtown Development Board (DDAB) and the Parking District Board (DPAB). In December of 2004, Council merged the functions of the DDAB and the DPAB into the newly established the Downtown Advisory Board (DAB). By intergovernmental Agreement, the DAB succeeds the DDAB and the DPAB in advising the Urban Renewal Agency on matters relating to the administration of this Plan. Additionally, the Salem Planning Commission, as required by ORS Chapter 457 and this Plan, will review any substantial or major amendments to this Plan. The DAB and the Salem Planning Commission will serve as the official advisory groups to the Agency Board and the Common Council regarding all activities relating to this Plan.

## SECTION 200 – DEFINITIONS

Unless the context otherwise requires, as used in this Plan the following mean:

- A. “Plan” or “RDURP” means this Urban Renewal Plan for the Riverfront/Downtown Urban Renewal Area, Parts One and Two.
- B. “Text” means the Urban Renewal Plan for the Riverfront/Downtown Urban Renewal Area, Part One – Text.
- C. “Project” means individual projects or undertakings carried out within the Riverfront/Downtown Urban Renewal Plan Area.
- D. “Project Area” means the area included within the boundaries of proposed individual projects.
- E. “Agency” means the Urban Renewal Agency of the City of Salem, Oregon.
- F. “Planning Commission” means the Planning Commission of the City of Salem, Oregon.
- G. “City” means the City of Salem, Oregon.
- H. “County” means the County of Marion, State of Oregon.
- I. “State” means the State of Oregon.
- J. “ORS” means Oregon Revised Statutes.
- K. “RDURA” means Riverfront/Downtown Urban Renewal Area.
- L. “River” means the Willamette River.
- M. “Person” means any individual, corporation, limited liability company, partnership, trust, or other entity capable of holding title to real property or having the capacity to enter into contracts.
- N. “Downtown Parking District” means the parking district created and described in Salem Revised Code Chapter 7.
- O. “SACP” means Salem Area Comprehensive Plan.
- P. “DAB” means the Downtown Advisory Board, established in December, 2004, and charged with advising the Urban Renewal Agency Board and the Common Council on matters relating to the Agency’s administration of this Plan.



## **SECTION 300 – DESCRIPTION OF THE RIVERFRONT/DOWNTOWN URBAN RENEWAL BOUNDARY**

The boundaries of the RDURA are shown on the Urban Renewal Boundary and Land Use Plan Map attached hereto as "Exhibit 2" of "Part Two" of this Plan. A legal description of the boundaries of the RDURA is attached hereto as "Exhibit 1" of "Part Two" of this Plan.

## **SECTION 400 – STATEMENT OF URBAN RENEWAL OBJECTIVES**

The primary objectives of this Plan are to improve the overall appearance, condition, and function of the RDURA to encourage a variety of river-oriented uses, to sustain, and improve the economic vitality of the Central Business District, to relieve traffic congestion and railroad conflicts, to encourage the use of mass transit, and preserve and to create natural green belts along existing waterways.

Objectives of the Plan more specifically stated are:

- A. To work with citizen's advisory committees and subcommittees for maximum input and evaluation of development recommendations.
- B. To maintain the central core area as the dominant center for regional retail and office development.
- C. To prevent further fragmentation of central core area retail and office development activity.
- D. To encourage the development of, and provide sites for, additional retail uses, including department stores.
- E. To improve the pedestrian flow and protection for pedestrians between retail activities, offices, public facilities, parking, and related areas, through improvements at street level as well as grade-separated pedestrian ways.
- F. To make capital improvements to existing publicly owned parking structures and to increase the net supply of public off-street parking spaces within the RDURA sufficient to meet the needs of the Downtown Parking District and public facilities.
- G. To encourage private restoration, rehabilitation, development, both within and adjacent to project areas, through public improvements in project areas.
- H. To encourage and explore funding methods for the preservation or reuse of historically or architecturally significant buildings in the retail core area.
- I. To recommend changes to zoning, building codes, fire regulations, and administrative policies, consistent with public safety, to encourage rehabilitation and uses of existing buildings.

- J.** To protect existing stock of buildings by encouraging rehabilitation and to encourage the conversion of existing suitable structures to residential use in the RDURA.
- K.** To encourage the development of new housing through the use of available measures, such as the tax abatement provisions of HB 2343.
- L.** To increase the total housing supply adjoining the retail core.
- M.** To relieve traffic congestion and conflicts arising between cross town traffic and traffic destined for downtown Salem by improving Front Street, minimizing the railroad conflicts through track consolidation and relocation, and encouraging the use of mass transit.
- N.** Improve present public street and alleys by the installation of new surfacing, curbs, gutters, sidewalks, and the placing of visually integrated street furniture, and to develop and improve the street lighting system.
- O.** To participate in the development of the Willamette Riverfront in a way that provides an opportunity for a mixture of commercial, residential, public, and other uses compatible with the Riverfront, and facilitates safe pedestrian and bicycle movement along the Riverfront with linkages to adjoining areas.
- P.** Where necessary, to construct, install, and replace publicly owned utility systems such as water, storm drains, and sanitary sewers, where existing systems are inadequate, undersized, or substandard.
- Q.** Provide good pedestrian, bicycle and vehicular access to the Riverfront.
- R.** To beautify and enhance the streetscape by participating in projects involving public art, landscaping, sidewalk surfacing, signing, street furniture, intersection corner bulbs, weather protection, and related improvements.
- S.** Recognize Mill Creek as a community asset by providing open space and good pedestrian access to and along the Creek, by acquisition of property and construction of pedestrian/bicycle ways along the Creek and potentially grade separated paths at major barriers such as streets.
- T.** Promote higher density housing throughout the North Downtown including north of Union Street, along the Riverfront and on property known as the Larmer site.
- U.** Encourage and participate in the provision of pedestrian-oriented, mixed-use (commercial, office and residential) development along the Broadway/High Street corridor, north of Union Street.
- V.** To promote the construction, installation and replacement of private utility infrastructure to support commercial and residential downtown development.

## **SECTION 500 – GENERAL LAND USE PLAN**

The General Land Use Plan for the RDURA conforms with the Salem Area Comprehensive Plan and consists of a map entitled "URBAN RENEWAL PROJECT BOUNDARY AND LAND USE MAP" included herein as "Exhibit 2" to "Part Two," and the descriptive material and regulatory provisions contained in this Section 500, both those directly stated and those herein included by reference.

### **501 Land Use**

The following land uses are permitted by this General Land Use Plan:

1. Residential Uses complying with the uses, provisions, standards, and regulations set forth in the Salem Zone Code, including most specifically SRC Chapter 148 "RM1/RM2 – Multifamily Residential District" and SRC Chapter 149 "RH – High Rise Apartment Residential District."
2. Retail and Office Uses complying with the uses, provisions, standards, and regulations set forth in the Salem Zone Code, including most specifically SRC Chapter 150 "CO – Commercial District," and to SRC Chapter 154 "CB – Central Business District."
3. New Retail Center complying with the following uses, provisions and standards:
  - a. Allowed Uses:
    - Department Store
    - Artist Supply Store
    - Bookstore
    - Camera and Photographic Store
    - Candy, Nut and Confectionary
    - Drug Store
    - Dry Goods Store
    - Florist Shop
    - Furrier and Fur Shop
    - General Store
    - Gift and Novelty Shop
    - Greeting and Stationery Card Store
    - Hobby Equipment Store
    - Hotel
    - Jewelry Store
    - Liquor Store
    - Music Store (including stereo equipment sales and records stores)
    - New Dealers
    - Plant Store
    - Public Use Space
    - Restaurant or Dine, Drink and Dance Establishment
    - Shoe Store
    - Sporting Goods Store
    - Theater

- Toy Store
- Tobacco, Cigar Store
- Wearing Apparel & Accessories
- Variety Store
- Luggage and Leather Store
- Baker
- Barber
- Beauty Shop
- Offices of Financial Institutions
- Other Office Uses allowed by the Zone Code provided they are not located on the street level
- Other Compatible Uses

a. Additional Provisions

- i. Off-street parking requirements. The requirements of the Salem Zone Code, SRC Chapter 133 – “Off-Street Parking and Loading” apply.
- ii. Public Use Space. Approximately 10,000 square feet of the land in the New Retail Center land use category is required to be developed for public use. A detailed plan locating this site, its design, use, character, and ongoing operation shall be approved by the City Council prior to the issuance of any construction permits in this land use category. The following description is intended as a guide to be used by the City Council in approving the detailed plan. It is not intended to define the specific uses to be included.

The space to be developed in this use should be along the major pedestrian routes and in one contiguous site. It should be designed to include both passive, high spectator and active, i.e. skating, participation choices. Examples of the specific uses included special events like the arts shows, trade exhibits, dance concerts, etc., along with permanent attractions such as an ice skating rink and/or outdoor dining. The area should be at least partially enclosed for year round usage.

4. Industry and Commercial Services complying with the uses, provisions, standards, and regulations set forth in the Salem Zone Code, including, most specifically, SRC Chapter 155 – “IC – Industrial Commercial District.”
5. Parks and Open Space complying with the uses, provisions, standards, and regulations set forth in the Salem Zone Code, including, most specifically, SRC Chapter 160 – “Public Use District.”
6. Other Public and Major Institutions complying with the uses, provisions and standards, and regulations set forth in the Salem Zone Code, including, most specifically, SRC Chapter 160 – “Public Use District.”
7. Riverfront. Uses shall conform with the “River-Oriented Mixed Use” provisions of the Salem Area Comprehensive Plan and, where applicable, SRC Chapter 141 –

**“Willamette River Greenway.”** Within the Willamette Riverfront two land use categories are shown in Exhibit 2, Part 2, General Land Use Plan: Part A – Industrial and Part B – Riverpark and Redevelopment.

**Part A: Industrial uses complying with the provisions, standards, and regulations set forth in the Salem Zone Code, including, most specifically, SRC Chapter 155 “IC – Industrial Commercial District,” and Chapter 158 – “IG – General Industrial District.”**

**Part B: Riverpark and Redevelopment complying with the following provisions:**

**a. Allowed Uses:**

Parks and open space, including pedestrian bicycle trails and community center buildings.

Marina, including accessory uses such as, but not limited to, boat launch, boat sales, boat and engine repair, gas and oil sales, boat equipment rentals, and accessory sales.

Community buildings  
Multifamily residential  
Hotels, motels, and conference  
Eating place, restaurant café  
Dine, drink and dance establishment  
Other compatible uses

**Retail uses:**

Antique Shop  
Artist Supply Store  
Camera and Photographic Store  
Candy, Nut and Confectionary Store  
Florist Shop  
General Store of not more than 5,000 square feet  
Gift Novelty Shop  
Plant Store  
Sporting Goods Store  
Toy Store  
Tobacco Store  
Wearing Apparel and Accessories  
Variety Store  
Luggage and Leather Goods

**b. Additional Provisions:**

The above uses shall comply with the provisions, standards, and regulations set forth in the Salem Zone Code, including SRC Chapter 141 – “Willamette River Greenway.”

- i. General Commercial, Office complying with the uses, provisions, standards, and regulations set forth in the Salem Zone Code, including, most specifically, SRC Chapter 150 – “CO – Commercial Office District” and SRC Chapter 153 – “CG – General Commercial District.”
- ii. Industry, complying with the uses, provisions, standards, and regulations set forth in the Salem Zone Code, including, most specifically, SRC Chapter 158 “IG – General Industrial District.”

**502 Circulation Routes**

Circulation Routes shall be as delineated on the Street System Element of the Salem Transportation System Plan, as adopted and amended by the Salem City Council.

**503 Legal Description**

The legal description of the RDURA is included as Exhibit 1, Part Two of this Plan.

## **SECTION 600 PROJECT ACTIVITIES WHICH MAY BE USED TO ACHIEVE PLAN OBJECTIVES**

### **601 Principal Aim**

The principal aims of the urban renewal activities under this Plan are to create a climate for, and to encourage, the revitalization of a viable and economically sound Central Business District, the elimination of traffic congestion and railroad conflicts, and the development of amenities along the east bank of the Willamette River.

The type of urban renewal actions to be undertaken by the Agency in execution of this Plan include those actions permissible under ORS Chapter 457, including, but not limited to, the following:

1. Assistance in the rehabilitation of deficient structures where such rehabilitation is physically and economically feasible.
2. Acquisition of real property for clearance and sale or lease for redevelopment.
3. Entering into agreements for owner participation in rehabilitation and/or redevelopment.
4. Aid in the relocation of individuals, families, and businesses displaced by renewal actions.
5. The renovation and rehabilitation of historic or architecturally significant buildings or structures identified in the City's historic inventory.
6. Construction and reconstruction of public improvements, including flood control measures, transportation, utilities, parking facilities, convention facilities, performing arts facilities, public parks and open space, and other facilities which will aid in the economic, aesthetic, or recreational enhancement of the RDURA.
7. Entering into cooperation agreements with other public agencies.
8. Relocating existing overhead private utilities and installing proposed private utilities underground where feasible.
9. Installation of temporary uses, such as open space, parks, temporary mobile office facilities, and surface parking areas.

### **602 Land Acquisition**

Property that is acquired under this Plan will be acquired according to the procedures adopted by Board in Resolution No. \_\_\_\_\_ and incorporated into this Plan by this reference. Any properties purchased with Federal funding will be purchased according to the procedures and regulations of the Department of Housing and Urban Development.

### **603 Rehabilitation**

Existing structures on all properties to be rehabilitated shall meet the following minimum standards:

1. All structures shall be rehabilitated in accordance with the versions of the following codes current at the time of rehabilitation, as adopted or administered by the City of Salem:
  - State Structural Specialty Code
  - State Electrical Specialty Code
  - State Mechanical Specialty Code
  - State Plumbing Specialty Code
  - Fire Prevention Code
  - Sign Code of the City of Salem
  - Salem Housing Code
  - Salem Zone Code
  
2. The Agency may recommend the granting of variances to standards made applicable by the codes for an individual structure, including structures of historic or architectural significance, if it finds that:
  - a. The structure cannot feasibly be made to comply with the standards because of existing site, use, or other physical limitations; and
  - b. The variance from the standards will not otherwise adversely affect the health, safety, or welfare of the occupants of the structure or of the RDURA.

Should a variance be recommended by the Agency, the applicant shall follow all applicable procedures for obtaining the variance.

3. All structures and uses shall comply with the conditions and regulations of this Plan.
  
4. Owner-Participation. If it is not economically feasible for the owner to bring the property up to applicable standards, the Agency may either acquire the property or partner with the owner to demolish all or part of a structure.

### **604 Underground Utility Lines**

Wherever possible, and in accordance with adopted plans and subsequent agreements between the Agency and private utilities, overhead utility facilities and lines shall be placed underground.



## **SECTION 700 LAND DISPOSITION**

### **701 Property Disposition**

The Agency is authorized to sell, lease, exchange, subdivide, transfer, assign, pledge, encumber by mortgage or deed of trust, or otherwise dispose of any interest in real property which has been acquired in accordance with the provisions of this Plan.

All real property acquired by the Agency shall be disposed of for development of uses permitted in this Plan, at the fair re-use value for the specific permitted uses on the real property. Real property acquired by the Agency may be disposed of to any other public entity. All persons and entities obtaining property from the Agency shall use the property for the purposes designated in this Plan, and shall commence and complete development of the property within a period of time which the Agency fixes as reasonable, and comply with other conditions which the Agency deems necessary to carry out the purposes of this Plan.

To provide adequate safeguards to ensure that the provisions of this Plan will be carried out, and to prevent the recurrence of blight, all real property owned by the Agency, as well as all real property purchased or leased by redevelopers, shall be subject to this Plan. Leases, deeds, contracts, agreements, and declarations of restrictions by the Agency may contain restrictions, covenants running with the land, rights of reverter, conditions subsequent, equitable servitudes, or any other provisions necessary to carry out this Plan.

### **702 Redeveloper's Obligations**

The following redevelopment requirements, whether by the Agency or by others, are hereby imposed on property disposed of by the Agency, and shall be implemented by appropriate covenants or other provisions in property disposition instruments:

1. The redeveloper and the redeveloper's successors or assigns shall redevelop land in accordance with the land use provisions and building requirements specified in this Plan.
2. The redeveloper shall begin and complete development of land for the uses required in this Plan within a reasonable period of time, as determined by the Agency, and as specified in the disposition instrument.
3. The redeveloper shall submit preliminary architectural and site plans, landscape plans, and final plans and specifications for the construction of improvements on the land to the Agency for review and approval so that the Agency may determine compliance of such plans and specifications with this Plan, including the terms and conditions in the disposition instrument.
4. The redeveloper will, under the terms of the disposition instrument, carry out specified improvements in accord with this Plan. The redeveloper will not be permitted to dispose of the property until the improvements are made, except with the prior written consent of the Agency, which consent will not be granted,

and except under conditions that will prevent speculation and will protect the interests of the Agency and the general welfare of the RDURA. The Agency's right to consent will not be subject to the provisions of ORS 105.190.

5. No property shall be restricted as to the sale, lease, use or occupancy upon the basis of race, religion, color, sex, or national origin.

### **703 Underground Utilities**

Utility facilities, if feasible, may be relocated, as necessary to place existing above-ground facilities underground, and to relocate those necessary by reason of street modifications. The private facilities concerned will make such modifications and adjustments as may be required of them by reason of applicable law and through cooperation with the Agency. Upon vacation of streets, utility easements shall be reserved, unless the Agency determines that such reservations are not necessary.

### **704 Exceptions**

The Agency may grant exceptions to any of the regulations contained in this Section 700. Such exceptions shall be treated as minor amendments to this Plan and approved in accordance with the process set out in Section 1003. Prior to granting exceptions, the Agency shall determine the proposed action will not adversely affect other properties within, or adjacent to, the RDURA, and is consistent with the intent of this Plan. Any exceptions from this Plan that do not comply with the Salem Zone Code and other applicable codes and standards of the City shall require a variance or other approval by the City.

**SECTION 800 APPLICABILITY OF CONTROLS, NON-DISCRIMINATION PROVISIONS, AND EFFECTIVE PERIODS OF CONTROL**

**801 Applicability of Controls**

The provisions and requirements prescribed in Sections 500 and 600 shall apply to all real property situated within the RDURA.

**802 Non-Discrimination**

The property within the RDURA shall not be restricted as to the sale, lease, or occupancy upon the basis of race, religion, color, sex, or national origin.

**803 Effective Periods of Control**

The provisions and requirements outlined in this Plan shall be in effect until the Maximum Amount of Indebtedness, as defined in Section 900 has been retired, except that the non-discrimination provisions shall be in effect in perpetuity. The provisions and requirements, or any part thereof, may be extended for additional, successive ten-year periods by agreement of the majority of the property owners in the RDURA.

**804 Agency Review**

Any person aggrieved by a decision made under this Plan, whether such decision is affirmative or negative, is entitled to have the decision reviewed by the Agency. Request for such reviews shall be in writing, shall state the reason for the request, and shall be made not later than ninety (90) days after the decision has become final.

## **SECTION 900 OTHER PROVISIONS NECESSARY TO MEET STATE AND LOCAL REQUIREMENTS**

### **901 Land Use**

The land uses delineated in this Plan conform to the Salem Area Comprehensive Plan and the Salem Zoning Code.

### **902 Rehabilitation and Redevelopment**

The land use provisions and building requirements set forth in this Plan are designed to accomplish rehabilitation and redevelopment in accord with sound planning principles and objectives. All land the Agency acquires and such parcels as may be the subject of owner-participation agreements, will be rehabilitated or cleared and redeveloped to conform with the land uses shown on the Land Use Map. Public improvements, such as streets and parks, will be installed in accord with this Plan.

### **903 Transportation Improvements**

Street improvements proposed in this Plan conform with the Salem Area Comprehensive Plan and are appropriate and desirable with respect to adjacent areas. In addition to fostering land use objectives of this Plan, modification of the railroad tracks and the existing street system will aid traffic flow and minimize traffic congestion in the RDURA.

### **904 Maximum Development Intensity**

Proposed land uses will conform to the Salem Area Comprehensive Plan and the use and development standards of the Salem Zoning Code, thereby resulting in maximum use intensity.

### **905 Relocation**

The Agency will provide assistance in finding replacement facilities to persons or businesses displaced by Agency action. All persons or businesses to be displaced will be contacted to determine their relocation needs, and will be given information related to the relocation program and procedures, including eligibility requirements for relocation payments, available services, and other relevant matters.

The relocation activities for the Front Street Project will comply with the Front Street relocation plan and procedures adopted by the Salem City Council, March 1976. All other relocation activities will be undertaken, and payment made, in accordance with the Department of Housing and Urban Development Rules and Regulations.

In appeals of relocation decisions, the Agency will follow the procedures set forth in SRC 2.14, as it may be amended from time to time.

**906 Agency Indebtedness**

The Agency may finance or refinance any indebtedness incurred by the Agency in connection with this Plan, by providing for the division of ad valorem taxes, if any, levied by a taxing body upon the taxable real and personal property situated in the RDURA, pursuant to ORS 457.420 - ORS 457.450.

The maximum amount of indebtedness that can be issued or incurred under this Plan is \$315,000,000. For tax years beginning on or after July 1, 1998, the City of Salem has chosen Option One under Oregon Laws 1997, Chapter 451, Section 454, as the method of collecting ad valorem property taxes sufficient to pay, when due, indebtedness issued or incurred to carry out this Plan.

## **SECTION 1000 PROVISIONS FOR AMENDING ADOPTED URBAN RENEWAL PLAN**

### **1000 AMENDMENTS TO THE RENEWAL PLAN**

It is anticipated this Plan will be reviewed periodically during its execution, and may be changed, modified, or amended as future conditions warrant.

The types of plan amendments are: Substantial Amendments, Major Amendments, and Minor Amendments.

#### **1001 Substantial Amendments**

Substantial amendments are amendments to this Plan that require, pursuant to ORS 457.220, the same approval procedures required of the original plan. Substantial amendments are defined as:

1. Adding land to the RDURA, except for addition of land that totals not more than one percent of the existing area of the RDURA; and
2. Increasing the Maximum Amount of Indebtedness that can be issued or incurred under this Plan.

#### **1002 Major Amendments**

Major amendments shall be reviewed by the DAB, in consultation with affected neighborhood associations, and require approval by the Agency by resolution and by the City Council, which may approve the amendment by resolution. Major amendments are defined as the addition of new goals, objectives or projects to this Plan.

#### **1003 Minor Amendments**

Minor amendments shall be adopted by resolution of the Agency. Minor amendments are defined as any change to this Plan that is not classified as a Substantial or Major Amendment.

## **SECTION 1100 URBAN RENEWAL PROJECTS**

### **1101 Riverfront Redevelopment**

#### **A. Project Description**

The project is to redevelop property owned by the Agency, located in downtown Salem adjacent to the Willamette River. The project includes a public dock, open space, improved pedestrian crossings from Downtown to the Riverfront Park, and an esplanade. The public dock, including an overlook and riparian gardens, was completed in May of 2005. In addition to the property owned by the Agency, the project extends across Front Street to include work within the right-of-way of Court Street, between Front Street and Commercial street, and the half block bordered by Court, Front, State and the alley, and across the Willamette Slough to provide a link to Minto Brown Island. The project also includes the redevelopment of property along the Riverfront located north of Union Street, and the railroad bridge connection to Wallace Marine Park.

The redevelopment is mixed use, with ancillary uses and large areas of public open space and river access. Urban Renewal funds will be used for development throughout the project area. The public open space element will include a hard surface plaza and turfed park areas. Parking facilities will be constructed to serve the adjacent public open space. Public parking and alley widening and loading area improvements, each requiring property acquisition, may be provided adjacent to a courtyard and a grade separated pedestrian way, located primarily in the Court Street right-of-way, connecting the Riverfront to the downtown.

On the northerly end of the site, an historic village was developed, with the historic Gilbert House as its anchor. Several historic structures from other areas were purchased and relocated to the Riverfront historic village between 1992 and 2000.. Parking has been developed near the historic village to serve both the village and the public open space adjacent to the village.

Pedestrian and vehicle access within and to the site is a key aspect of the project. An extensive system of pedestrian/bicycle ways will be constructed on the site, providing linkages to other areas of the City. Three major pedestrian linkages were originally proposed, including a grade separated pedestrian way in the vicinity of Court and Front Streets, a pedestrian bridge connecting the southern end of the site to Minto Brown Island, and conversion of an existing railroad bridge to pedestrian use (when declared surplus by the railroad) connecting the site to Wallace Marine Park, across the Willamette River. In addition, street improvements will be required to provide on site circulation and vehicular access to the site. Pedestrian connections will be developed to provide pedestrian access from Front Street to the Riverfront esplanade.

The Agency may acquire property in this area to facilitate redevelopment of the Riverfront as public and private uses and to provide pedestrian access to and along the river.

## **B. Relationship to Local Objectives**

- 1. The Riverfront Redevelopment Project is in conformance with the goals and policies of the Salem Area Comprehensive Plan.**
- 2. The Riverfront Redevelopment Project is consistent with the Salem Zone Code.**
- 3. The Riverfront Redevelopment Project is consistent with the CAN-DO Neighborhood Plan.**
- 4. The Riverfront Redevelopment Project is consistent with local transportation plans, including the Salem Area Transportation Plan.**
- 5. The Riverfront Redevelopment Project will not have a significant impact on public transportation or utilities and will benefit recreational, and other community facilities.**
- 6. The Riverfront Redevelopment Project is consistent with the Core Area Plan (1996) and North Downtown Plan (1997).**

## **C. Project Timeline and Outline**

**A precise date for initiating construction of the project has not been established because of unknown factors. Some, but not all, of these factors include the timing of the required land use actions (e.g. an Army Corps of Engineer's permit for the public dock). The general order of expenditures has, however, been established. Expenditures will be specifically identified, and updated annually in Salem's Capital Improvement Program.**

**In general, the order of improvements will require demolition of the existing Boise Cascade Container Plant first. Also expected to occur early in the project are site improvements linking the site to Minto-Brown Island. These improvements include construction of central open space areas (hard and soft surface), construction of the grade separated pedestrian way at Front and Court Streets, property acquisition and demolition of blighted structures along Front Street, alley and parking improvements adjacent to the grade separated pedestrian way and courtyard, street improvements relating to site access, property disposition and site improvements at the historic village.**

**The fourth year of improvements include final paving and landscaping of the Court Street pedestrian area and additional open space improvements and redistribution of some property along Front Street for permitted uses. The remaining improvements are expected to occur in years five and six and include the public dock, additional parking, acquisition and improvement of the railroad bridge to Wallace Marine Park (if available), additional open space improvements, public beautification in open space areas and additional improvements to Front Street relating to site access.**

**The above schedule is not definitive and some changes may be necessary. It is intended to provide general direction to the expected order of development of the project.**



#### **D. Map**

“Part 2” of “Exhibit 3” illustrates property in the RDURA which may be acquired for renewal activities. This map has been amended to remove designations of properties for potential acquisition along the Riverfront until a specific project is identified north of Union Street.

#### **E. Temporary/Permanent Relocation**

Properties proposed for acquisition may include those north of Union Street, west of Front Street, east of the Willamette River and south of Mill Creek. While no specific properties are identified, the properties subject to potential acquisition are within the area shown in Exhibit 3. Any relocations mandated by property acquisition related to this project will conform completely with the Uniform Relocation Act, which is incorporated herein by reference.

#### **F. Real Property Acquisition/Disposition**

Acquisition, demolition and removal of structures may be necessary to redevelop the area. Any acquisition of real property will conform with Section 600 of this Plan and ORS Chapter 457. Disposition of real property will conform with Section 700 of this Plan.

### **1102 Hotel, Community Conference Center and Parking**

#### **A. Project Description**

The Conference Center project was completed in early 2005 and a grand opening celebration was held on February 25, 2005. The project consisted of developing a community conference center and associated parking in conjunction with a private hotel in downtown Salem – encompassing the entire block bordered by Ferry, Liberty, Trade, and Commercial Streets. Capital costs of development included furniture, fixtures, and equipment. The community conference center and associated parking were publicly financed and the hotel was privately financed.

#### **B. Development Outline**

The project is dependent upon two key items occurring. The first is that a private hotel developer must propose a development to the City and indicate that adequate financing is available and the project is feasible. The second key item, is that the Renewal Agency must identify suitable financing for property acquisition, construction of the community conference center and construction of necessary associated parking. Financing may include a General Obligation Bond, tax increment financing or a combination of these and other financing mechanisms.

Following a feasible hotel development proposal and successful financing by the Agency, a detailed development agreement must be negotiated with the hotel developer, addressing items such as joint use of parking facilities, financing of joint parking

facilities, conference center management including use by the community and the hotel in addition to a detailed development schedule. Pre-marketing the facility is a development activity within the scope of this Plan.

Upon execution of a development agreement, detailed construction plans must be prepared, and all permits must be obtained. At this point construction will commence. A specific date for construction has not been identified due to the many variables described above. The proposed land use for the subject site is a hotel and community conference center. Development must conform with the development requirements of the Salem Zoning Code and all building code requirements.

### **C. Map**

A legal description of the RDURA is contained in Part 2: Exhibit 1. This project does not require changes to the RDURA boundary. Part 2: Exhibit 2 of the Plan is the land use map for the RDURA. The proposed project is consistent with the identified designation of "Retail/Office" on the proposed site.

Part 2: Exhibit 4 is a general land use map of the riverfront property. It has been amended to remove the "hotel/conference and associated parking" designation from the Riverfront Park and to relocate that designation to the proposed site.

### **D. Relationship to Local Objectives**

1. The project is in conformance with the RDURP in that a hotel/conference center development is currently identified in the Plan, and is simply being relocated through this plan amendment.
2. The project is in conformance with the goals and policies of the Salem Area Comprehensive Plan, as discussed in Section 1102 of the RDURP.
3. The project is allowed in the City's CB Zone, and is therefore consistent with the Code.
4. The project is in conformance with the CAN-DO neighborhood plan, as discussed in section 1102 of the RDURP.
5. The project is in conformance with the Salem Transportation System Plan, as discussed in Section 1102 of the RDURP.
6. The project is in conformance with the Overall Economic Development Plan of the Mid-Willamette Valley Economic Development District, in that policies which relate to the project are addressed in the Report on Plan Amendments.
7. The project will not have a significant impact on public transportation or utilities. The project will benefit recreational and other community facilities in that it will provide meeting space for community residents by relocating the project to the block bordered by Front, Chemeketa, Commercial and Center Streets.

8. The proposed project is in conformance with the Core Area Master Plan.

**E. Proposed Land Uses and Requirements**

Land uses for the RDURA area shown in Part 2: Exhibit 2, the "General Land Use Plan." Hotels, conference centers and parking structures are allowed uses in the CB Zone (SRC Chapter 154) and therefore are allowed in the "Retail/Office" designation shown for the potential site. There are no maximum densities for these facilities in the RDURP or the Zone Code. Building requirements must conform to the Uniform Building Code.

**F. Temporary/Permanent Relocation**

Any relocations mandated by property acquisition related to this project will conform completely with the Uniform Relocation Act, which is incorporated herein by reference.

**G. Real Property Acquisition/Disposition**

Part 2: Exhibit 3, indicates property which may be acquired for renewal activities. In December of 2001, the map was amended to designate the block bordered by Front, Chemeketa, Commercial and Center Streets. These sites are no longer needed for Conference Center development.

Any potential, future acquisition of real property will conform with Section 600 of this Plan and ORS 457. Disposition of real property will conform with Section 700 of this Plan.

**H. Future Plan Amendments**

At this time, there are not future Plan amendments anticipated which are so substantial as to require the same notice, hearing and approval procedure required of the original Plan under ORS 457.095 and provided in ORS 457.220.

**I. Public Building**

The community conference center and associated parking will be developed in conjunction with a hotel containing approximately 200 rooms. Previous studies have indicated that at least 200 rooms are needed to adequately support a conference center. The community conference center will benefit the entire community by providing conference and meeting space and will particularly benefit the renewal area by creating a catalyst for the major private investment of a hotel. The conference center will attract users from around the state and region which will infuse dollars into the economy of the city and the downtown.

## **1103 Main Street Development**

### **A. Project Description**

The project is to establish a pedestrian-oriented shopping district along the Broadway/High Street corridor, north of Union Street. Development within this area will be characterized by any combination of pedestrian-oriented, mixed-use development projects. Individual projects will have a strong sidewalk orientation and should include a strong residential component.

The exact size of the retail component and number or type of housing units to be constructed in the corridor is yet to be determined. The existing character of the small lot single-family housing along Knapps Place and Willow Street shall be conserved with redevelopment of properties to higher intensity uses occurring elsewhere on Broadway and High Streets over time. Projects constructed along the Broadway/High Street corridor must conform to the development regulations and design guidelines or standards adopted by the City that apply to the corridor.

The Agency will use its resources proactively to promote pedestrian-oriented mixed-use development along the Broadway/High Street corridor. The Agency may use urban renewal funding to engage in any combination of the following activities: the acquisition of real property, provision of loans and loan guarantees, construction or reconstruction of public facilities, site clearance and site improvements. In addition, Urban renewal funds may be used throughout the Broadway/High Street corridor to provide pedestrian weather protection, streetscape and alley improvements and provide assistance in maintaining and improving the facades of buildings along the Broadway corridor through a façade maintenance program.

The Agency may also seek and make available other sources of funding such as Community Development Block Grant funding and loan guarantees to achieve the objective of pedestrian-oriented mixed use development within the corridor.

Land use and development in the City of Salem is governed by the Salem Area Comprehensive Plan which is implemented through the Salem Zone Code. All development must meet the requirements of the Salem Zoning Code and Uniform Building Code including provisions for maximum development densities.

### **B. Relationship to Local Objectives**

1. Pedestrian-oriented development has been found to be in conformance with the Salem Area Comprehensive Plan policies that support mixed use, neighborhood oriented development and the provision of higher density housing near the City's core, transportation corridors and near commercial and office development.
2. Pedestrian-oriented, neighborhood scale development has been found consistent with the Salem Zone Code, as amended by SRC Chapter 138 – "Broadway/High Street Overlay Zone."

3. Pedestrian-oriented development has been found consistent with local transportation policies, including the Salem Transportation System Plan, that supports development which may result in more walking, bicycling or use of transit services.
4. Pedestrian-oriented development has been found consistent with the planning principles contained in the North Downtown and Core Area Master Plans.

#### C. Map

A legal description of the RDURA is contained in "Part 2" of "Exhibit 1." These properties are described below. These properties and street right-of-way will give authority to the Agency to participate in future redevelopment and execute renewal projects.

#### D. Project Timeline and Outline

Redevelopment of the Broadway/High Street corridor into a pedestrian-oriented, traditional, "main street" shopping district is a long-term project which will require significant public participation. Mixed-use development is still unproven beyond the downtown. Feasibility of such development and prospects for success must be demonstrated prior to commitment from private developers and lenders. To facilitate private interest in mixed-use development in the North Downtown, the Agency will participate in a combination of mixed-use development projects. The projects will serve as a catalyst for further appropriate private development within the corridor.

It is expected that construction of a series of in-fill, pedestrian-oriented, mixed-use projects will take place along the Broadway corridor beginning in 1999. During 1998, the Agency will conduct a feasibility study to select a site or sites for such development. As part of the study, the Agency will identify financing sources for the projects and level of public participation. It is expected that the private sector will construct the projects. The Agency will select a developer for the initial project, or projects, through a competitive selection process. The project is considered critical to address the blighted conditions in the North Downtown area which is characterized by underutilized properties in substandard condition and prevalent low incomes of existing residents.

#### E. Temporary/Permanent Relocation

Any relocations mandated by property acquisition related to this project will conform completely with the Uniform Relocation Act, which is incorporated herein by reference.

#### F. Real Property Acquisition/Disposition

"Part 2" of "Exhibit 3" of the RDURP includes property which may be acquired for renewal activities. Completed acquisitions include the "Eagles" property and surrounding properties bounded by Market, Broadway, Belmont and Fourth Streets. The Eagles property is approximately 1.1 acres in area and contains a three plus story commercial/industrial building that was formerly used as a bakery. The remainder of the site is used for parking.

Successful development of the Eagles site will require the acquisition of a small tax lot abutting the Eagles ownership which fronts Belmont Street. The address of the site is 475 Belmont Street. The site previously contained a single family house and is approximately .1 acre in area. Lots at the southeast corner of Fourth and Market Streets and at the northeast corner of Fourth and Belmont Streets have also been acquired.

The half block on Broadway Street between Market and Gaines Street has also been acquired. The site is currently underutilized and functions as a used car lot. The site is approximately .56 acre in area. The site is well situated for a potential mixed use development with frontage on both Broadway and Market Streets.

Another used car lot located in the Broadway corridor has been acquired. The site is located along the east side of Broadway Street between Gaines and Hood Street and is approximately .76 acre in area. Demolition and removal of structures may be necessary to redevelop the area. Any potential, future acquisition of real property will conform with Section 600 of this Plan and ORS Chapter 457. Disposition of real property will conform with Section 700 of this Plan.

## **1104 Mill Creek Redevelopment**

### **A. Project Description**

The project is to provide pedestrian access to and along Mill Creek within the renewal district. Mill Creek is an overlooked asset that could contribute to the quality of life in the North Downtown area. The project will identify opportunities and constraints for public access and use of the creek. A pedestrian link is proposed along Mill Creek from Church Street to the creek's confluence with the Willamette River.

Mill Creek is a meandering natural corridor that passes through the North Downtown area. Currently, some public viewpoints and access to the creek are available, but the access lacks continuity and consistency. Access to and along the creek is expected to be implemented over time as properties redevelop. Public access to the creek should be accommodated where physical topography permits and safety can be assured. To guide these actions, the Renewal Agency will undertake a study to identify appropriate locations for public access and open space opportunities along the segments of the creek.

Physical design for Mill Creek pedestrian access should consider seasonal use, visual and functional accessibility. The Renewal Agency may undertake the acquisition of property to achieve project objectives.

### **B. Relationship to Local Objectives**

1. The Mill Creek redevelopment project has been found to be in conformance with the goals and policies of the Salem Area Comprehensive Plan especially as they relate to open space, parks and recreation.
2. The Mill Creek redevelopment project has been found to be in conformance with the goals and policies of the North Downtown Plan.

3. The Mill Creek redevelopment project has been found to be in conformance with local transportation plans, including the policies of the Salem Transportation System Plan which promote all modes of transportation including walking and bicycling.
4. The Mill Creek redevelopment project will not have a significant impact on public transportation or utilities and will benefit recreational and other community facilities.
5. A Mill Creek redevelopment project could mitigate historic flood hazards in the area resulting from the development pattern and topography along Mill Creek.

#### **C. Map**

A legal description of the RDURA is contained in Part 2: Exhibit 1. This project amendment makes no changes to the RDURA boundary. Part 2: Exhibit 2 of the Plan is the land use map of the RDURA. The proposed project map makes no changes to the underlying land use designations of property shown on the map.

#### **D. Project Timeline and Outline**

A precise date for construction of the project has not been established, although it is expected that preliminary work will commence during the life of this Plan. It is expected that public access to the creek will be provided as the North Downtown area redevelops.

#### **E. Temporary/Permanent Relocation**

Any relocation(s) mandated by property acquisition related to this project will conform completely with the Uniform Relocation Act, which is incorporated herein by reference.

#### **F. Real Property Acquisition/Disposition**

Any potential, future acquisition of real property will conform with Section 600 of this Plan and ORS 457. Disposition of real property will conform with Section 700 of this Plan.

### **1105 Core Area Redevelopment**

#### **A. Project Description**

The purpose of this project is to establish downtown as a vibrant mixed use area, with a strong, diverse and interdependent collection of activities and uses - retail, residential, office and entertainment - generating demand for services at all hours of the day. The project area is bound by Union Street NE (north), High Street NE (east), Ferry Street NE (south), and Front Street NE (west). The vibrancy of the downtown retail core is critical to the overall business and economic health of Salem. Successful retail depends on successful neighborhoods and office components to provide daytime demand for retail and restaurants. Downtown residents add customers in the evenings.

The prevalence of vacant buildings and underutilized properties in Salem's Downtown core impairs tax increment collections and slows the pace of redevelopment activities, infrastructure and facade improvements in the Downtown area. Vacant buildings and properties also deter private sector investment because they are perceived as indicative of market risk which may be associated with a slow or inert market, poor local economy, limited buying power of local residents, undervalued land, and/or disinterested property owners.

The project establishes a geographic area for redevelopment activities Downtown that will help to stabilize and improve the value of Downtown properties, and spur additional private sector investment.

Analysis of the Downtown area shows a concentration of vacant buildings, empty retail spaces, and underutilized properties in the project area. Historically, in this area, residential units and offices were located above the retail shops, restaurants, and other services. Over time, uses in the Downtown core have changed. Changes in retail merchandising have rendered some of the retail space obsolete. In contrast to the blocks within the project area, the majority of the blocks on the periphery are in institutional use, and are predominantly whole block, single use - such as the Meier and Frank block, the Transit Center or the Marion County Courthouse.

The Agency may use urban renewal funding to engage in any combination of the following activities: acquisition of real property, provision of loans, construction or reconstruction of public facilities, site clearance and site improvements. The Renewal Agency may also seek to leverage other sources of funding including State and Federal resources to achieve the objective of reducing vacancies and recovering underutilized properties for their highest and best use within the corridor. In addition, urban renewal and/or special housing funds may be used throughout the project area to provide assistance in maintaining and improving the facades of buildings through the Tool Box program.

**B. Relationship to Local Objectives**

1. The project furthers the commercial development and community economy development objectives of the Plan and provides a geographic area to these redevelopment activities.
2. The project conforms with the goals and objectives of the Salem Area Comprehensive Plan. The purpose of the project furthers the Comprehensive Plan's goal of maintaining the Central Business District as the dominant regional retailing and employment center by redeveloping existing shopping and service facilities.
3. The type of redevelopment discussed in the project is consistent with the Central Business District zone and, as a result, the Salem Zone Code.
4. The project is consistent with local transportation plans, including the Salem Area Transportation Plan.



5. The project will not have a significant impact on public transportation or utilities.
6. The project is consistent with the Core Area Master Plan (1996).

C. Map

Part 2: Exhibit 5 illustrates the Core Area Redevelopment project area.

D. Project Timeline and Outline

There is no firm timeline for this project as it will depend on a combination of market forces, funding, and the timing and availability of sites. In some areas, redevelopment has stalled due to several long-term vacancies and concentration of underutilized properties in the project area. Redevelopment may not occur under pressure from market forces alone and the Agency may need to provide assistance, using its resources proactively to fund redevelop activities in the Core Area Redevelopment project. These activities may include but are not limited to acquisition and disposition of underutilized and vacant properties. As funding becomes available, the Agency may select a developer for an initial project to facilitate private development of future projects, serving as a catalyst for further appropriate private development within each corridor. It is expected that the private sector will construct the projects. These types of projects are considered critical to address the blighted conditions in the downtown area which are characterized by underutilized properties and a rotating cycle of vacancies.

The number of properties in need of redevelopment will continue to vary over time. An inventory is the first step in this process. The inventory will provide an accurate understanding of all property in the project area and with regular updating, provide a snapshot of vacancies to measure performance and to identify strategic redevelopment opportunities with regard to vacant and underutilized of properties.

E. Temporary/Permanent Relocation

Any relocations mandated by property acquisition related to this project will conform completely with the Uniform Relocation Act, which is incorporated herein by reference.

F. Real Property Acquisition

The Agency will purchase key properties in the project area. A key property is defined as any property suitable to accomplish the stated goals of the project. Any future acquisition of real property will conform with Section 600 of this Plan and ORS Chapter 457. Disposition of real property will conform with Section 700 of this Plan.

(This project was added to the Plan through a major amendment in July/August 2005.)

## **SECTION 1200 – FUNDING PRIORITY**

Recommendations for funding priorities shall be made each year by the DAB, along with specific budget recommendations.

The Agency will prioritize funding opportunities based on demonstrable and potential public benefit including, but not limited to: quality employment, mixed-use development, enhanced or in-fill housing, public revenue and realizing un-met need for commercial, professional and retail services in the RDURA.

## **SECTION 1300 – FUTURE PLAN AMENDMENTS**

No future amendments to this Plan have been specifically identified, however, it is expected that should future amendments occur, the following areas will be addressed.

1. The RDURA is adjacent to the Pringle Creek Urban Renewal Area. As the objectives of the Pringle Renewal Urban Renewal Area are met, in some areas, the interrelationship between the RDURA and the Pringle Creek Urban Renewal Area may require examination.
2. As the objectives of the downtown are addressed, the northern portion of the RDURA will require additional specific planning.
3. As the RDURA undergoes growth and change, amendments to the Map, "Property That May Be Acquired for Renewal Activities," "Part 2" of "Exhibit 2," may be necessary.
4. Amendments could be necessary to address projects associated with the restoration and rehabilitation of existing structures and with promotion of housing in the RDURA.
5. The Agency shall consider amendments to this Plan concurrently with the adoption of the Agency Ten-Year Spending Plan. Additional amendments may occur more frequently as authorized by the Board. Amendments may also be required as a result of changes to ORS Chapter 457 or other applicable laws.

**EXHIBIT ONE LEGAL DESCRIPTION OF RIVERFRONT-DOWNTOWN URBAN RENEWAL PROJECT AREA BOUNDARY**

ADOPTED NOVEMBER 23, 1998

The Riverfront-Downtown Urban Renewal Area (the RDURA) includes all land in the City of Salem, County of Marion, State of Oregon, situated within the boundaries designated on the attached boundary map, and generally described as follows:

Beginning at the point of intersection of the center of the Willamette Slough in Township 7 South, Range 3 West of the Willamette Meridian, Marion County, Oregon, and the westerly extension of the South Line of Court Street NE, said point also being on the Now Existing city Limits; thence southerly and up the Center Line of the Willamette Slough to a point of intersection of a line that is 100 feet south of the North Line of State Street, if measured perpendicular thereto; thence easterly and parallel to the North Line of said State Street, 150 feet more or less to the point of intersection of the ordinary low water level of the East Bank of said Willamette Slough and/or River; then southerly along the ordinary low water level of the said East Bank 900 feet; thence South 39°57'45" West 360 feet more or less to a point on Minto Island, said point being South 84°57'45" West 280 feet more or less from a spike surveyed and monumented by City of Salem, said point being North 5°02'15" West 113.31 feet from a tack in lead in a retaining wall on the North Bank of Pringle Creek; thence North 5°02'15" West 25 feet; thence South 84°57'45" West 150 feet; thence South 5°02'15" East 150 feet; thence North 84°57'45" East 150 feet; thence North 5°02'15" West 25 feet; thence North 84°57'45" East 280 feet more or less to a point on the low water mark on the East Bank of said Willamette Slough and/or River; thence southerly along the ordinary low water level of the Willamette Slough 710 feet more or less to a point of intersection of the westerly extension of the North Line of Bellevue Street S.; thence easterly along the westerly extension of the North Line of said Bellevue Street S. 125 feet more or less to a point on the West Line of the Burlington Northern Railroad right-of-way; thence northerly along the West line of said Burlington Northern Railroad right-of-way, 600 feet more or less to a point on the North Bank of Pringle Creek; thence westerly along the North Bank of said Pringle Creek to the point of intersection of a line established by survey by the City of Salem, in County Survey No.030067; thence North 22°27'50" 75 feet more or less to a 5/8-inch iron rod and cap marked City of Salem; thence North 22°32'10" West 195.55 feet; thence North 22°27'50" East 381.57 feet; thence South 69°4'17" East 261.17 feet more or less to a point on the West Line of the now vacated Front Street SE; thence South 22° 32' West along the said now vacated Front Street 400 feet more or less to the point of intersection of the westerly extension of the South Line of Trade Street SE; thence South 67°26' East along the westerly extension of the South Line and the South Line of said Trade Street SE 445 feet more or less to a point on the West Line of Commercial Street SE; thence North 22°32' East along the West Line of said Commercial Street SE 425 feet

more or less to a point on the North Line of Ferry Street SE; thence easterly along the North Line of said Ferry Street SE to a point on the West Line of Church Street SE; thence northerly along the West Line of said Church Street SE to a point on the North Line of State Street; thence easterly along the North Line of State Street to a point on the East Line of Church Street NE; thence northerly along the East Line of said Church Street NE to a point on the South Line of "D" Street NE; thence westerly along the South Line of said "D" Street NE and the westerly extension thereof to the Westerly extension of a north-south alley in Block 5 of Boise's Second Addition to the City of Salem; thence north along the Westerly extension and the West Line of the alley in Blocks 4 and 5 of said Boise's Second Addition and Block 9 of North Salem to the North Line of Market Street NE; thence westerly along the North Line of Market Street to the East Line of Broadway Street NE; thence northerly along the East Line of Broadway Street NE to the South Line of Gaines Street NE; thence easterly along the South Line of Gaines Street to the East Line of the north-south alley in Block 7 of North Salem; thence north along the east alley line and the extension thereof to the South Line of Hood Street NE; thence westerly along the South Line of Hood Street NE to the West Line of Broadway Street NE; thence southerly along the West Line of Broadway Street NE to the South Line of Gaines Street NE; thence westerly along the South Line of Gaines Street NE to the West Line of the north-south alley in Block 11 of North Salem; thence south along the west alley line to the South Line of Market Street NE; thence westerly along the South Line of Market Street NE to the West Line of Front Street NE; thence southerly along the West Line of said Front Street NE to a point on the South Line of Lot 8, Block 1, Mill Addition to Salem; thence westerly along the South Line of Lot 8 and westerly extension thereof to the center of the Willamette River; thence southerly along the center of the Willamette River to the point of beginning; Save and except the street improvement area of Broadway Street NE, north of the South Line of Market Street NE.

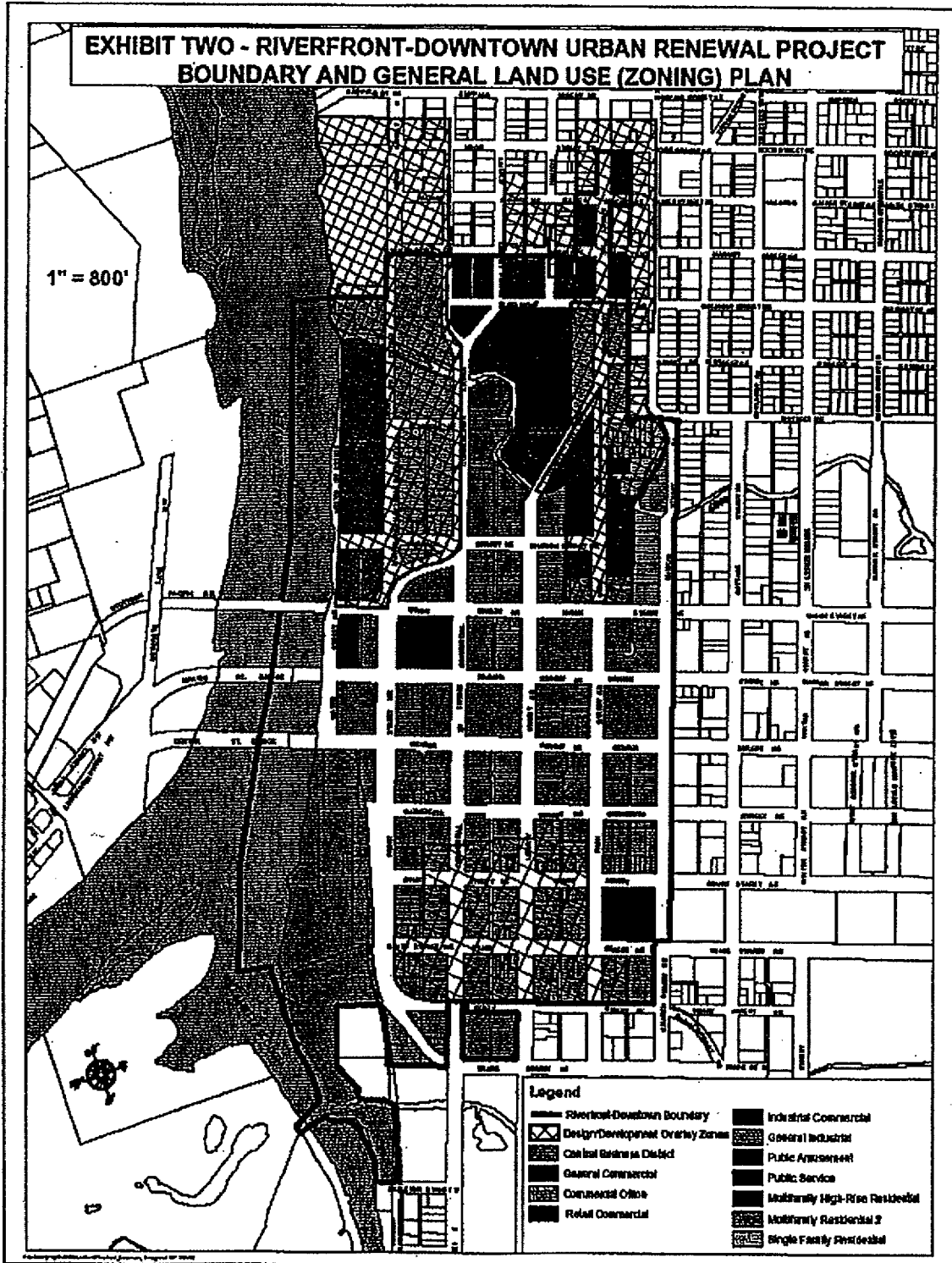
**NARRATIVE  
LEGAL DESCRIPTION  
FOR THE ADDITION  
TO THE  
RIVERFRONT-DOWNTOWN URBAN RENEWAL AREA**

Expand the RDURA to add 2.83 acres of blighted property (subject property) bounded by Ferry Street SE, Liberty Street SE, Trade Street S and Commercial Street SE together with 15 feet of public right-of-way around the perimeter of the subject property and a ten foot strip of public right-of-way across Ferry Street SE, parallel to a contiguous with the Commercial Street SE public right-of-way.

(Ordinance 79-2001)

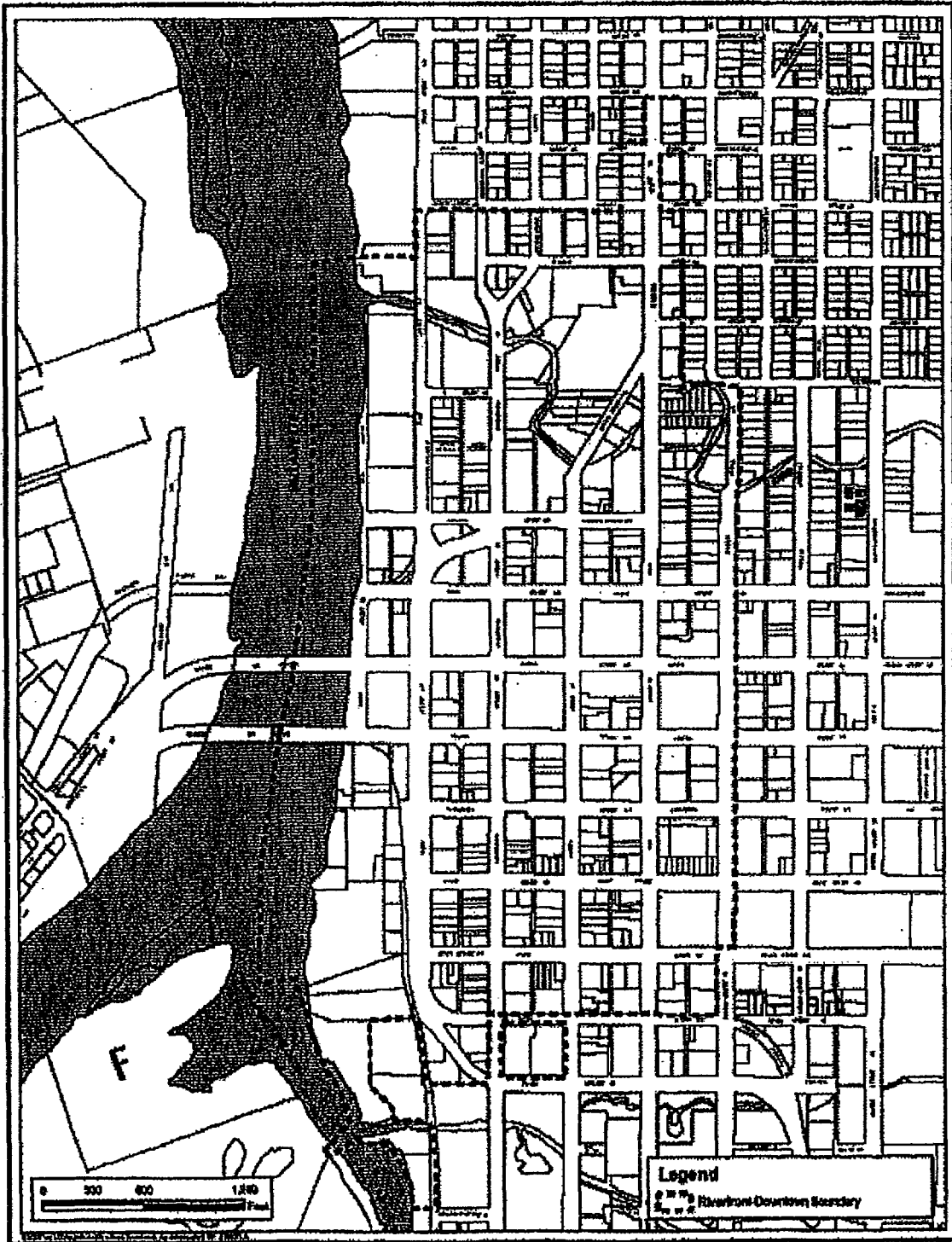
# EXHIBIT TWO RIVERFRONT-DOWNTOWN URBAN RENEWAL PROJECT BOUNDARY AND GENERAL LAND USE (ZONING) MAP

See Official Zoning Map for precise boundary locations and the Salem Zoning Code for descriptions of zoning classifications.

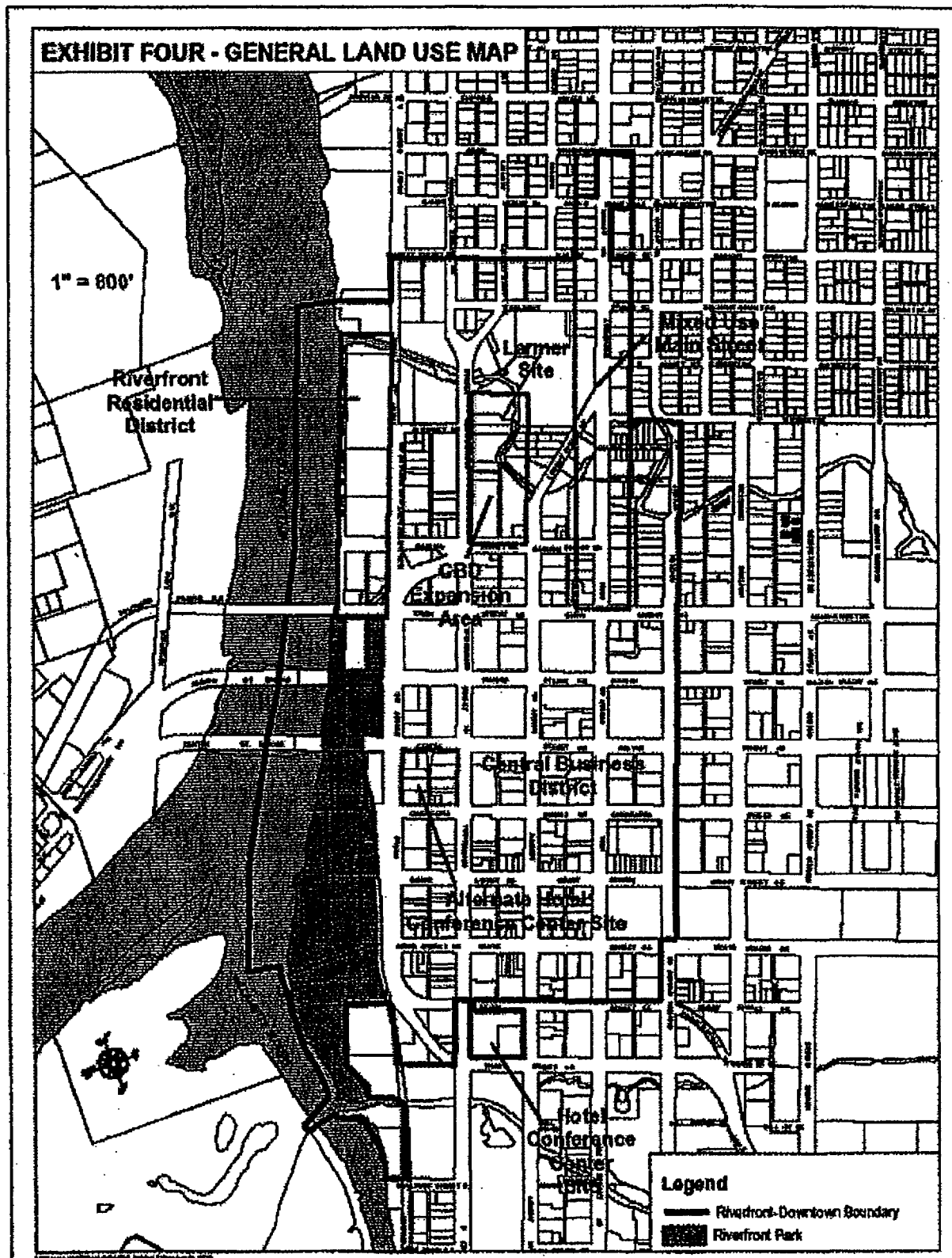


### EXHIBIT THREE IDENTIFICATION OF PROPERTIES THAT MAY BE ACQUIRED

Exhibit 3 outlines the area in which the Agency may acquire real property during the life of the Plan for renewal projects in conformance with Section 602 of this Plan and ORS Chapter 457.

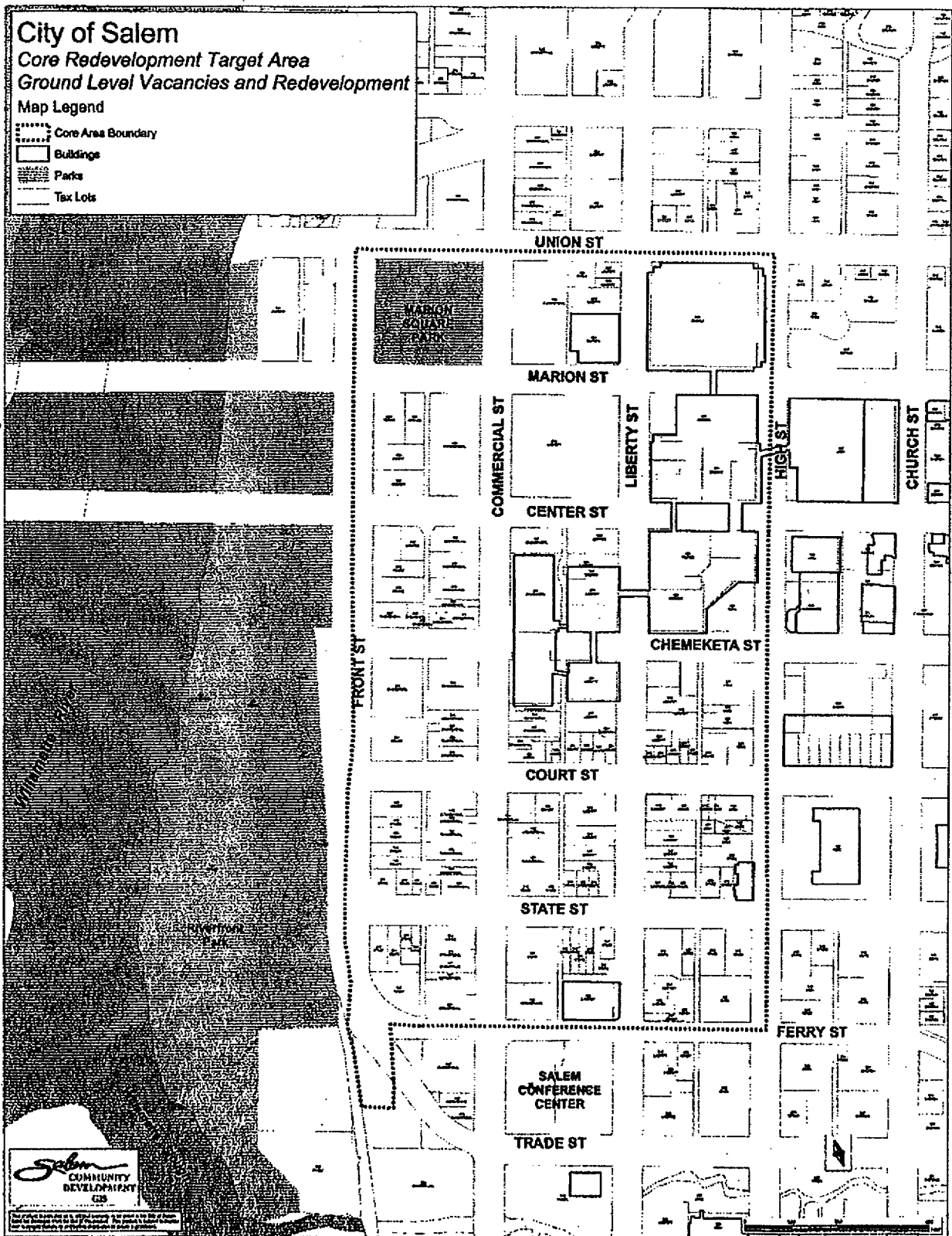


**EXHIBIT FOUR      GENERAL LAND USE MAP**





# EXHIBIT FIVE CORE REDEVELOPMENT TARGET AREA MAP



**REPORT ON PLAN AMENDMENTS  
RIVERFRONT-DOWNTOWN URBAN RENEWAL PLAN  
August 2005**

**SECTION 1. INTRODUCTION**

On May 16, 2005, the Urban Renewal Agency of the City of Salem (Agency) initiated amendments to the Riverfront-Downtown Urban Renewal Plan (Plan) that include the addition of a project to the Plan. Pursuant to Section 1002 of the Plan, the changes are classified as "Major Amendments". The Plan requires "Major Amendments" be approved by the City Council under the procedures set-out in ORS 457.095. ORS 457.095 requires, among other things, that the Agency prepare a report describing the amendments and containing all the elements described in ORS 457.085. The Agency has prepared this Report to satisfy those requirements.

The amendments to the Plan will:

- A. Add a new project (1105) for redevelopment activities in the core downtown area (Core Area Redevelopment) to establish downtown as a vibrant mixed use area, with a strong, diverse and interdependent collection of activities and uses - retail, residential, office and entertainment - generating demand for services at all hours of the day;
- B. Revise the text of Sections 1002 (Major Amendments) and 1003 (Minor Amendments) to reflect current policies, streamline the amendment process, and establish consistency among urban renewal plans; and
- C. Revise the text in Section 1100 (Urban Renewal Projects), Section 602 (Land Acquisition), and various other sections throughout the Plan to reflect progress in achieving Plan Goals and Objectives, and to remove or correct obsolete language, unnecessary redundancy, or inconsistent terminology in the Plan.

**SECTION 2. THE AMENDMENTS**

- A. **Add a New Project For Redevelopment Activities in the Core Downtown Area (Core Area Redevelopment)**

The purpose of the Core Area Redevelopment project is to establish a geographic area for redevelopment activities to establish downtown as a vibrant mixed use area, with a strong, diverse and interdependent collection of activities and uses - retail, residential, office and entertainment - generating demand for services at all hours of the day. The project area

is bound by Union Street NE (north), High Street NE (east), Ferry Street NE (south), and Front Street NE (west).

The Core Area Redevelopment project is consistent with and furthers the goals and objectives of the Plan by establishing a geographic area for redevelopment activities that will help to stabilize and improve the value of Downtown properties, spurring additional private sector investment and continuing additional financial support for Riverfront-Downtown Plan projects.

The vibrancy of the downtown retail core is critical to the overall business and economic health of Salem. Successful retail depends on successful neighborhoods and office components to provide daytime demand for retail and restaurants. Core Area residents add customers in the evenings.

The prevalence of vacant buildings and underutilized properties in Salem's Downtown core impairs tax increment collection and slows the pace of redevelopment activities, infrastructure and facade improvements in the Downtown area. Vacant buildings and properties also deter private sector investment because they are perceived as indicative of market risk which may be associated with a slow or inert market, poor local economy, limited buying power of local residents, undervalued land, and/or disinterested property owners.

Analysis of the Downtown area shows a concentration of vacant buildings, empty retail spaces, and underutilized properties in the Core Area Redevelopment project area. Historically, in this area, residential units and offices were located above the retail shops, restaurants, and other services. Over time, uses in the Downtown core have changed. Changes in retail merchandising have rendered some of the retail space obsolete.

An inventory of the Core Area will provide a snapshot of vacancies to measure performance and identify strategic redevelopment opportunities. The Urban Renewal Agency will use its resources proactively to fund redevelopment activities in the project area, reduce vacancies and underutilization, thereby stabilizing and improving property values downtown. Where feasible, it may be possible to achieve progress toward the City Council's housing objectives for Downtown, in conjunction with redevelopment activities.

**B. Revise the text of Plan Sections 1002 (Major Amendments) and 1003 (Minor Amendments) to reflect current policies, streamline the amendment process, and establish consistency among urban renewal plans.<sup>1</sup>**

**Major Amendments.** The proposed amendments to Section 1002 would streamline the urban renewal processes, per Council goals, by changing the Major Amendment process from one which requires consultation with affected neighborhood organizations, affected taxing districts, the DAB, and the Planning Commission (collectively referred to as "citizen groups and advisory bodies") to one which would encourage affected neighborhoods and taxing districts to provide feedback and work through DAB, Agency, and Council meetings regarding future amendments.

Under ORS 457.085, substantial amendments are defined as amendments which result in either an increase of more than one percent of the area under the plan or an increase in the maximum indebtedness under the plan. Major Amendments are defined in the Plan as the addition of new goals, objectives or projects to the Plan. Historically, the Plan has treated adoption of substantial and major plan amendments identically, with the exception of the super notice required for substantial amendments. This treatment exceeds statute requirements and is not consistent with other urban renewal plans.

Under the current Plan, a Report on Plan Amendments is prepared for Major Amendments to aid in consultation with the citizen groups and advisory bodies. As a result of this change, the Report format described in ORS 457.085 will no longer be required. Many of the criteria discussed in this section of the Statute, are neither relevant nor applicable to situations under which Major Amendments to the Plan would be proposed. As is current practice, a staff report explaining the reasons for the proposed amendments will continue to be prepared.

This proposed change to the Major Amendment process also reinforces the DAB's role and advisory function to the Agency Board, ultimately relying on the DAB to serve as the conduit for input from potentially affected neighborhoods. The DAB holds open public meetings, at which the DAB would consult with potentially affected neighborhoods when the DAB considers Major Amendments to the Plan.

Removing the Planning Commission in the Major Amendment process eliminates redundancy and allows the Planning Commission to focus only on amendments with land use issues. Under current law, any amendment which results in a zoning or land use change is already referred to the Planning Commission. Therefore, in addition, any amendment that would otherwise require the Planning Commission's involvement will by law go through the Planning Commission. An ex-officio member of the Planning

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<sup>1</sup>Deletions of text to the above referenced Sections are indicated in the draft revised Plan (Attachment 1) as shown with strikeouts and new proposed text shown in shaded text.

Commission has been assigned to the DAB and participates in their discussions. Thereby allowing Planning Commission viewpoints to be heard in the amendment process.

Another effect of the proposed change to the Major Amendment process would be to remove consultation with affected taxing districts. Substantial amendments impact area taxing districts directly. The proposed amendments will not affect the substantial amendment process. As the scope of Major Amendments result in no change the indebtedness or area of the Plan, Major Amendments ordinarily have little to no concern with these amendments. Historically, few substantive comments on proposed amendments have resulted from this review. Affected taxing districts however will continue to be afforded the opportunity to speak to the amendments at the open and public DAB<sup>2</sup>, Agency and Council meetings.

In addition, historically, Plan amendments have been approved by the Council in the form of an ordinance following a public hearing. As a result of these amendments, a public hearing will no longer be required, thereby allowing the City Council to determine on a case by case basis whether a public hearing is appropriate under each set of Major Amendments.<sup>3</sup> The proposed amendments will not alter the existing practice of allowing public participation at the DAB, Agency, and Council meetings, which by law must be open to the public.

**Minor Amendments.** Section 1003 of the current Plan contains an unnecessarily lengthy description and includes references to the DAB and the Planning Commission in some cases. The proposed amendment clarifies the definition of Minor Amendments and allows for Agency Board approval of Minor Amendments by resolution.

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<sup>2</sup>Currently, a Cherriots representative is serving on the DAB, representing one of the major property owner in the Downtown Parking District area.

<sup>3</sup>Oregon law may require a public hearing to occur in certain circumstances, depending on the substance of the amendment.

**C. Revise the text of Plan Section 1100 (Urban Renewal Projects), Section 602 (Land Acquisition), and throughout the Plan to reflect progress in achieving Plan Goals and Objectives and remove or correct obsolete language, unnecessary redundancy, or inconsistent terminology in the Plan.<sup>4</sup>**

Section 1101 describes the Riverfront Development project and Section 1102 describes the Community Conference Center and Parking project. For historical reference, no change is being made to the intent or description of the projects. The proposed amendments, however, will add brief introductory remarks reflecting the status of completed elements in Sections 1101 and 1102.

A reference in Section 602 to an out of date acquisition policy has been changed to refer to a revised acquisition policy for the Agency. Approval of the revised acquisition policy will precede approval of the plan amendments discussed in this Report.

The Agency's acquisition policy establishes consistent, legal and responsible procedures to be followed by City staff when identifying and acquiring real property at the Agency Board's direction. The policy will ensure real property is acquired in a manner governed by prudent business practice, meaning such acquisition is responsive and consistent with the goals of the urban renewal plans under which properties are acquired, reducing Agency risk, aligning with principles of stewardship of public resources, and ensuring the fair treatment of sellers.

The proposed amendments also work to resolve internal inconsistencies and redundancies throughout the Plan, resulting from the 13 successive amendments over the last 20 years, since the Plan's original approval in May 1975. The amendments also remove or correct obsolete language in the Plan.

**SECTION 3. CONFORMANCE WITH ORS CHAPTER 457**

The proposed amendments are consistent with Oregon Revised Statutes (ORS) that govern Urban Renewal in Oregon. Pursuant to Section 1002 of the Plan, the proposed amendments must be processed in the same manner as the adoption of a new urban renewal plan under ORS 457.095. ORS 457.095 requires the City Council's approval of the amendments by non-emergency ordinance. ORS 457.095 also requires the Agency to prepare a report, pursuant to ORS 457.085, to accompany the amendments.

Pursuant to ORS 457.085(3), this report on the proposed amendments will be delivered to the Council for approval. Additionally, the Agency has forwarded the proposed amendments and this report to the various taxing districts that may be affected by the Plan

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<sup>4</sup>Deletions of text to the above referenced Sections are indicated in the draft revised Plan (Attachment 1) as shown with strikeouts and new proposed text shown in shaded text.

and has allowed for consultation with those districts prior to forwarding the amendments to the Council for approval.

Furthermore, ORS 457.085(3) requires that this report contain the information outlined below as items a through i. Responses to each item (a through i) are shown in *italicized text* below:

- a. A description of physical, social and economic conditions in the urban renewal areas of the plan and the expected impact, including the fiscal impact, of the plan in light of added services or increased population;

*The proposed new project area is bound by Union Street NE (north), High Street NE (east), Ferry Street NE (south), and Front Street NE (west). In this area, the prevalence of vacant buildings and underutilized properties impairs tax increment collection and slows the pace of redevelopment activities, infrastructure and facade improvements in the Downtown area. Vacant buildings and properties also deter private sector investment because they are perceived as indicative of market risk which may be associated with a slow or inert market, poor local economy, limited buying power of local residents, undervalued land, and/or disinterested property owners.*

*The purpose of this project is to establish downtown as a vibrant mixed use area, with a strong, diverse and interdependent collection of activities and uses - retail, residential, office and entertainment - generating demand for services at all hours of the day.*

*The proposed amendments will further the goals and objectives of the Plan to promote private investment within the Renewal Area. The amendments will not result in an increase to the maximum amount of indebtedness of \$315,000,000 as identified in the Renewal Plan.*

- b. Reasons for selection of each urban renewal area in the plan;

*The proposed amendments will not alter the existing urban renewal area boundaries. The existing Urban Renewal Area as described in the Plan, including property to which the current amendments relate, is blighted as determined and found in Resolution No. 75-95.*

- c. The relationship between each project to be undertaken under the plan and the existing conditions in the urban renewal area;

*The relationship between the projects to be undertaken in the Plan and the existing conditions are included in the Plan as adopted by Resolution No. 75-95. There has been no significant change in the condition of the downtown core area since the approval of the original Plan. The new project aims to establish downtown as a vibrant mixed use area by eliminating the impact of the area's prevalence of vacant buildings and underutilized properties.*

- d. The estimated total cost of each project and the sources of moneys to pay such costs;

*The total cost of this project is unknown and will depend on the availability of Agency funding and potential redevelopment sites. It is anticipated that any required property acquisition and construction associated with a project will be financed with tax increment funds and/or special housing funds available through the Riverfront-Downtown Urban Renewal Program in coordination with the adopted Agency Ten-Year Spending Plan.*

*The proposed new project will be funded by existing resources. Funding of the new project will be reflected in the Agency Ten-Year Spending Plan and budget. The Agency might re-prioritize resources, including special housing funds, to accommodate the new project. The amendments will not result in an increase to the maximum amount of indebtedness of \$315,000,000 as identified in the original Plan.*

- e. The anticipated completion date for each project;

*There is no firm timeline for this project as it will depend on a combination of market forces, funding, and the availability of sites. The long-term nature of the new project suggests that it will be ongoing and redevelopment activities are expected to continue until the expiration of the Plan.*

*All projects under this Plan are anticipated to be completed prior to the termination of this Plan. Under Section 803 of the Plan, the maximum indebtedness that can be issued or incurred under this plan is \$315,000,000. In 1998, the year 2041 was identified as the year for retirement of Plan indebtedness. It is anticipated that any required property acquisition and construction associated with a project will be financed with tax increment funds and/or special housing funds available through the Riverfront-Downtown Urban Renewal Program in coordination with the adopted Agency Ten-Year Spending Plan. The amendments will not result in an increase to the maximum amount of indebtedness of \$315,000,000 as identified in the original Plan.*

- f. The estimated amount of money required in each urban renewal area under ORS 457.420 to 457.460 and the anticipated year in which indebtedness will be retired or otherwise provided for under ORS 457.420 to 457.460;

*Under Section 803 of the Plan, the maximum indebtedness that can be issued or incurred under this plan is \$315,000,000. In 1998, the year 2041 was identified as the year for retirement of Plan indebtedness. It is anticipated that any required property acquisition and construction associated with a project will be financed with tax increment funds and / or special housing funds available through the Riverfront-Downtown Urban Renewal Program in coordination with the adopted Agency Ten-Year Spending Plan.*



- g. A financial analysis of the plan with sufficient information to determine feasibility;

*It is anticipated that any required property acquisition and construction associated with a project will be financed with tax increment funds and/or special housing funds available through the Riverfront-Downtown Urban Renewal Program in coordination with the adopted Agency Ten-Year Spending Plan. The amendments will not result in an increase to the maximum amount of indebtedness of \$315,000,000 as identified in the original Plan. No change will be made to the underlying financial analyses which support the Plan.*

- h. A fiscal impact statement, that estimates the impact of the tax increment financing, both until and after the indebtedness is repaid, upon all entities levying taxes upon property in the urban renewal area; and

*It is anticipated that any required property acquisition and construction associated with a project will be financed with tax increment funds and/or special housing funds available through the Riverfront-Downtown Urban Renewal Program in coordination with the adopted Agency Ten-Year Spending Plan. The amendments will not result in an increase to the maximum amount of indebtedness of \$315,000,000 as identified in the original Plan. No change will be made to the underlying financial analyses which support the Plan.*

- i. A relocation report which shall include:

(1) An analysis of existing residents or businesses required to relocate permanently or temporarily as a result of agency actions under ORS 457.170;

*No relocation of residents or businesses is anticipated in the current Plan or in the proposed amendments.*

(2) A description of the methods to be used for the temporary or permanent relocation of persons living in, and businesses situated in, the urban renewal area in accordance with ORS 35.500 to 35.530; and

*Section 905 of the Plan cites "all relocation activities will comply with procedures adopted by the City Council in March of 1976 and all other relocation activities will be made in accordance with Department of Housing and Urban Development Rules and Regulations." The proposed amendments will not change this.*

(3) An enumeration, by cost range, of the existing housing units in the urban renewal areas of the plan to be destroyed or altered and new units to be added.

*No housing units are currently identified for destruction, alteration or construction by the Agency under the current Plan at this time. Redevelopment that includes new or refurbished housing units is anticipated in the Plan area and is supported by budget allocation of Special Housing funds. The number of possible refurbished or new units is not quantified at this time, but could reach 100 units in the next five years.*

C. The Plan with the proposed amendments include determinations and findings in conformance with ORS 457.095 (1-7).

(1) Each urban renewal area is blighted.

*The existing Urban Renewal Area as described in the Plan, including property to which the current amendments relate, is blighted as determined and found in Resolution No. 75-95.*

*The proposed amendments will allow the Agency to use its resources on reducing and eliminating blight by establishing a geographic area for redevelopment activities and streamlining its processes to accelerate implementation of the Plan.*

(2) The rehabilitation and redevelopment is necessary to protect the public health, safety or welfare of the municipality.

*The rehabilitation and redevelopment is necessary to protect the public health, safety or welfare of the municipality by eliminating blighting influences.*

*The proposed amendments will allow the Agency to use its resources on reducing and eliminating blight by establishing a geographic for redevelopment activities and streamlining its processes to accelerate implementation of the Plan.*

(3) The urban renewal plan conforms to the comprehensive plan and economic development plan, if any, of the municipality as a whole and provides an outline for accomplishing the urban renewal projects the urban renewal plan proposes.

*The original Plan conforms to the City of Salem's Comprehensive Plan as a whole and provides an outline for accomplishing the urban renewal projects the urban renewal plan proposes. The proposed amendments do not alter the existing conformance of the Plan with the City's Comprehensive Plan. The amendments establish an area for redevelopment activities and streamline the Plan to accelerate implementation its Plan. The amendments directly correspond and help to fulfill Comprehensive Plan Policies F, G, and E as discussed in greater detail in Section 4 of this Report.*

(4) Provision has been made to house displaced persons within their financial means in accordance with ORS 35.500 to 35.530 and, except in the relocation of elderly or disabled individuals, without displacing on priority lists persons already waiting for existing federally subsidized housing.

*Provision has been made to house displaced persons within their financial means in accordance with ORS 35.500 to 35.530 and, except in the relocation of elderly or disabled individuals, without displacing persons on priority lists already waiting for existing federally subsidized housing. Section 905 of the Plan cites that "all relocation activities will comply with procedures adopted by the City Council in March of 1976 and all other relocation activities will be made in accordance with Department of Housing and Urban Development Rules and Regulations." The proposed amendments will not change this section of the Plan.*

(5) If acquisition of real property is provided for, that it is necessary.

*The acquisition of real property may be necessary to achieve the Goals and Objectives of the Plan to eliminate blight in the Plan area. The proposed amendments do not change the potential need for property acquisition to achieve the goals and objectives of the Plan. Section 602 refers to the Agency's acquisition policy which establishes the purpose and the procedure by which property may be acquired for redevelopment.*

(6) Adoption and carrying out of the urban renewal plan is economically sound and feasible.

*Adoption and carrying out of the urban renewal plan is economically sound and feasible because there is capacity available within the total maximum indebtedness to fund urban renewal activities. Projects or acquisition of any sites would be made with RDURA tax increment bond proceeds. The maximum indebtedness of the RDURA is \$315,000,000. Acquisition will not increase maximum indebtedness, but may delay other identified projects. While at the present time, previously identified projects consume the current capacity of the Agency Ten-Year Spending Plan and budget, re-prioritization of resources available, including special housing funds, may be made to accommodate opportunities associated with Agency acquisition of any site for redevelopment.*

(7) The municipality shall assume and complete any activities prescribed it by the urban renewal plan.

*The Agency does not prescribe activities to the City.*

D. Following adoption of the amended Plan, the Council will post notice of the adoption and provide notice that the Plan shall be conclusively presumed valid for all purposed 90 days after adoption of the Plan by Ordinance. ORS 457.095, ORS

457.135. of the presumptive validity provision in accordance with the method as established in ORS 457.115.

*The Council will post notice of the adoption of the amended Plan, pursuant to ORS 457.135, and provide notice of the presumptive validity provision in accordance with the method as established in ORS 457.115 following adoption.*

#### **SECTION 4. RELATIONSHIP TO LOCAL OBJECTIVES**

The proposed amendments are based on the recommendations made through a broad-based citizen involvement process endorsed by the Downtown Advisory Board, Salem Planning Commission, and Urban Renewal Agency of the City of Salem. The proposed amendments summarized in this Report will not change local objectives with respect to the projects identified in the Plan. The proposed amendments conform to specific goals and objectives of the Salem Area Comprehensive Plan (SACP), the Riverfront-Downtown Urban Renewal Plan, and Salem City Council Goals for 2005-06 as described below. The amendments are also consistent with local objectives related to commercial development and community economic development as previously identified in the Plan.

##### **Salem Area Comprehensive Plan Consistency**

As described below, the proposed amendments are consistent with the SACP.

- A. The amendments are consistent with SACP Policy F (Commercial Development), Objective 1 (Central Business District).
- The SACP Policy F, Objective 1 states: "The central business district shall be maintained and developed as a regional retail and employment center for the Salem urban area."
  - Section 400 of the Plan conforms to Policy F by stating that a principal aim of the Plan is to: "Maintain the central core area as the dominant regional retailing and office development center". The amendments will help the Agency achieve that principal aim by establishing a Core Area Redevelopment project for redevelopment activities and streamlining the Plan to accelerate its implementation.
- C. The amendments are consistent with SACP, Policy F (Commercial Development), Objective 3 (Redevelopment).
- The SACP Policy F, Objective 3 states: "redevelopment of existing shopping and service facilities should be encouraged where appropriate."
  - The Plan conforms to this policy by proposing projects in Section 1100 that are

focused on the redevelopment of property that is currently blighted as exhibited by a growing lack of productive use. Furthermore, the objectives of the Plan as described in Section 400, emphasize the redevelopment of existing shopping and service facilities. The amendments will help the Agency implement projects and achieve the objective by establishing a Core Area Redevelopment project for redevelopment activities and streamlining the Plan to accelerate its implementation.

**C. The amendments are consistent with SACP Policy G (Economic Development).**

- The goal of SACP Policy G is to “strengthen the economic base of the Salem area to sustain the economic growth necessary to provide adequate employment opportunities and maintain community livability.”
- The Plan is consistent with SACP Policy G because the Plan includes goals and objectives as described in Section 400 of the Plan that states the Agency will develop and redevelop commercial, retail, and office uses that foster employment opportunities and enhance community livability through public improvements, improvements to infrastructure, and rehabilitation of existing structures. The proposed project described in Section 1100 of the Plan, which would include the Core Area Redevelopment Project as a result of the amendments, reflects these goals and objectives. The amendments will help the Agency satisfy its goals and objectives by establishing a Core Area for redevelopment activities and streamlining the Plan to accelerate its implementation.

**D. The amendments are consistent with SACP Policy E (Residential Development).**

- The goal of SACP Policy E is to encourage “development of passed-over vacant land and revitalization of older areas.”
- The Plan is consistent with SACP Policy E because the Plan includes goals and objectives as described in Section 400 of the Plan that state the Agency will protect existing housing stock, encourage development of new housing and increase the total housing supply adjoining the retail core. The proposed projects described in Section 1100, which would include the Core Area Redevelopment Project as a result of the amendments, of the Plan reflect these goals and objectives. The amendments will help the Agency satisfy its goals and objectives by establishing a Core Area for redevelopment activities to establish downtown as a vibrant mixed use area, with a strong, diverse and interdependent collection of activities and uses, including housing. Under this new project, these uses would take the place of vacant buildings and underutilized properties in the Downtown core.

## Riverfront-Downtown Urban Renewal Plan Consistency

The proposed amendments do not alter any of the existing objectives, goals or aim of the Plan which were drafted to reflect local objectives related to commercial development, economy development and public buildings in the Plan area. The amendments are consistent with the Plan and the amended Plan provides a geographic area to redevelopment activities and streamlines achievement of urban renewal objectives of the Plan.

Indeed, the Plan, as amended, would allow the Agency to achieve the objectives of the Plan more efficiently by: (1) adding a new project (1105) for redevelopment activities in the core downtown area (Core Area Redevelopment); (2) revising the text of Plan Sections 1002 (Major Amendments) and 1003 (Minor Amendments) to reflect current policies, streamline the amendment process, and establish consistency among urban renewal plans; and (3) revising the text of Plan Section 1100 (Urban Renewal Projects), Section 602 (Land Acquisition), and various sections throughout the Plan to reflect progress in achieving Plan Goals and Objectives and remove or correct obsolete language, unnecessary redundancy, or inconsistent terminology in the Plan.

The proposed amendments are consistent with Plan objectives B, C, D, H, L, and O as discussed below.

**B. To maintain the central core area as the dominant center for regional retail and office development.**

By using urban renewal resources within the Core Area Redevelopment, the proposed new project will reduce blighting influences to help achieve this objective and reinvigorate the vibrancy of the downtown retailing and office center to serve the larger region.

**C. To prevent further fragmentation of central core area retail and office development activity.**

The proposed new project will help to reinforce downtown's competitive advantage for retail and office activity. As part of the new proposed project, an ongoing inventory of businesses and uses in the downtown area will help to monitor downtown trends and identify strategic opportunities inside the Core Area Redevelopment project area. A companion business mix analysis will help to identify and secure an office supportive business mix. The inventory may also result in potential reclamation of underutilized and vacant second floor units into office use.

**D. To encourage the development of, and provide sites for, additional retail uses including department stores.**

As a result establishing the proposed new project for urban renewal activities, new retail

projects, in conjunction with other uses, will be encouraged in the Core Area Redevelopment project area.

- H. To encourage and explore funding methods for the preservation or reuse of historically or architecturally significant buildings in the retail core area.

The majority of Salem's historically and architecturally significant buildings are located within the Core Area Redevelopment project boundaries. By using redevelopment activities and resources in this geographic area, historically or architecturally significant buildings will likely be preserved. The proposed new project specifically allows for and encourages the Agency to provide assistance in maintaining and improving the facades of buildings through a grant and loan program and to leverage other sources of funding including State and Federal resources to achieve the objective of reducing vacancies and recovering underutilized properties for their highest and best use within the corridor.

- L. To increase the total housing supply adjoining the retail core.

The proposed new project would allow the Agency to use its Tax Increment Financing and Special Housing Fund resources to fund redevelopment activities in the Core Area Redevelopment. Use of Special Housing Funds may make it possible to achieve progress toward the City Council's housing objectives for Downtown, in conjunction with mixed use redevelopment activities.

- O. To participate in the development of the Willamette Riverfront in the project area in a way that provides an opportunity for a mixture of commercial, residential, public, and other uses compatible with the Riverfront and facilitates safe pedestrian and bicycle movement along the Riverfront with linkages to adjoining areas.

The purpose of the Core Area Redevelopment project is to establish a geographic area for redevelopment activities to establish downtown as a vibrant mixed use area, with a strong, diverse and interdependent collection of activities and uses - retail, residential, office and entertainment - generating demand for services at all hours of the day. The new project includes Front Street, which borders the Willamette Riverfront, allowing the Agency to meet the mixed use objective for the Riverfront area.

#### City Council Goals 2005-2006

The proposed amendments are consistent with and help to achieve the Salem City Council's Goals for 2005-06 because the amendments will streamline and accelerate urban renewal efforts potentially resulting in fewer Downtown vacancies and underutilized properties, stabilized and improved value of Downtown properties, thus increasing support for urban renewal projects in the Plan.

The amendments are consistent with Council goals because:

- A. The amendments are consistent with Economic Development Council Goal B - "Increase support for Urban Renewal projects."
- The 2005-06 Council goal for Economic Development is to "increase the number of jobs in Salem and diversify the City's economy."
  - As a result of new project (1105) and proposed amendments to the amendment processes, implementation of the Plan will be streamlined and urban renewal activities will be expedited. The end result of these activities may be increased financial support, in the form of increased tax increment and proceeds from land or building sales, for the urban renewal projects described in greater detail in Section 1100 of the Riverfront-Downtown Urban Renewal Plan.
- B. The amendments are consistent with Downtown Revitalization Council Goal B - "Work to create a downtown housing project of 100 market-rate units" and C - "Decrease the downtown vacancy rate to 10% by 2007."
- The 2005-06 Council goal for Downtown Revitalization is to "continue and expand Downtown revitalization efforts in support of housing, retail, office, and entertainment."
  - New housing projects may be pursued with the potential funding available to the area for redevelopment activities described in the new project (1105). The inclusion of Front Street in the Core Downtown Target Area is consistent with the Plan's goal to participate in development that provides for a mixture of uses, including residential, along the Willamette Riverfront.
- C. The amendments are consistent with Efficiency in Government Strategies Council Goal D - "streamline and accelerate urban renewal efforts."
- The 2005-06 Council goal for Efficiency in Government Strategies is to "streamline processes to create a more cost-efficient government that is user-friendly, credible, and supportive of the citizens."
  - The amendments establish a Core Area Redevelopment project area in which property may be acquired to support the goal of stabilizing and improving the value of Downtown properties, spurring additional private sector investment and continuing additional financial support for Riverfront-Downtown Plan projects. The amendments also change the amendment processes to reflect current policies, streamline the amendment process, and establish consistency among urban renewal plans.



## **SECTION 5. ANTICIPATED COMPLETION DATE OF PROJECTS**

Neither a start date nor a completion date has been established for any future project(s) identified in the Plan although projects under this Plan area anticipated to be completed prior to the termination of this Plan. Projects will be prioritized by the Agency through the Ten-Year Spending Plan and budget process. Under Section 803 of the Plan, the maximum indebtedness that can be issued or incurred under this Plan is \$315,000,000. In 1998, the year 2041 was identified as the year for retirement of the Plan indebtedness.



## **SECTION 6. PROJECT FINANCING AND OVERALL FISCAL IMPACT**

It is anticipated that any required property acquisition and construction associated with a project will be financed with tax increment financing and/or special housing funds available through the Riverfront-Downtown Urban Renewal Program in coordination with the adopted Agency Ten-Year Spending Plan.

The proposed amendments will further the goals and objectives of the Plan to promote private investment within the Renewal Area. The amendments will not result in an increase to the maximum amount of indebtedness of \$315,000,000 as identified in the Renewal Plan.

**FOR COUNCIL MEETING OF:  
AGENDA ITEM NO.:**

September 11, 2006  
8.2 (a)

**TO:** MAYOR AND CITY COUNCIL  
**THROUGH:**  ROBERT G. WELLS, CITY MANAGER  
**FROM:**  RICK L. SCOTT, DIRECTOR  
URBAN DEVELOPMENT DEPARTMENT  
**SUBJECT:** SECOND READING OF ORDINANCE 60-05 REGARDING  
AMENDMENTS TO THE RIVERFRONT-DOWNTOWN URBAN  
RENEWAL PLAN

**ISSUE:**

Shall City Council (A) replace the version of the Urban Renewal Plan attached as Exhibit A to Ordinance No. 60-05 with the revised version of the Plan approved by the Agency on August 21, 2006, and September 11, 2006; and (B) amend Ordinance No. 60-05 to add wording to reflect recent history?

**RECOMMENDATION:**

Staff recommends that City Council:

(A) Replace the version of the Plan attached as Exhibit A to Ordinance No. 60-05 with the revised version of the Plan, attached as Attachment A, which was approved by the Agency on August 21, 2006 and on September 11, 2006; and

(B) Amend Ordinance No. 60-05 to add wording to reflect recent history as set out in Attachment B.

**BACKGROUND:**

The Council held first reading of Ordinance No. 60-05 on August 8, 2005. On September 6, 2005, the Agency Board referred the amendment package to the Downtown Subcommittee and the Council canceled the public hearing. The Subcommittee was subsequently disbanded and referred remaining items to the Downtown Advisory Board (DAB).

On August 21, 2006, the Agency approved minor changes to the Plan to reflect changes which had occurred since the first reading of the ordinance, and forwarded a revised Plan to the Council for their consideration at the August 28, 2006, public hearing.

Following deliberations at the Council public hearing on August 28, 2006, the Council decided to not incorporate recommendations made by the Salem-Keizer Transit District

and Salem Keizer School District and referred the Plan back to the Agency for the following changes

- Add to the amendment process that the affected neighborhood associations be included, on a discretionary basis as determined by the Agency at the time amendments are initiated, in review of Minor Amendments; and
- Add to the amendment process that the affected neighborhood association consultation be included in review of Major Amendments.

### **FACTS & FINDINGS**

On September 11, 2006, the Agency altered the proposed amendments incorporating the Council's requested changes and forwarded the Plan with those changes to the City Council for approval. A redlined version of the Plan showing the changes from both August 21 and September 11 is attached as Attachment A.

To approve the changes the Agency made to the Plan on August 21, and on September 11, the Council will need to amend Ordinance 60-05 to replace the older version of the Plan Amendments, which are attached to the Ordinance as Exhibit A, with the most recent version of the Plan Amendments as prepared by the Agency.

Because the Council's action on August 28 was in the form of a substitute motion the initial main motion, which would have amended the Ordinance to reflect recent history (Attached hereto as Attachment B), was replaced in its entirety. See Council Rule 12. Because the substitute motion did not include amending the Ordinance to reflect the recent history, the Council must pass a new motion to do so.

Attachment A: Redline Plan

Attachment B: Recent History

Report Prepared By: Courtney Knox, Urban Development Coordinator

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**Riverfront-Downtown  
Urban Renewal Plan**

Urban Renewal Agency  
of the  
City of Salem, Oregon

August 2006

**URBAN RENEWAL PLAN**  
**FOR THE**  
**RIVERFRONT-DOWNTOWN URBAN RENEWAL AREA**  
**CITY OF SALEM, OREGON**

**PART ONE – TEXT**

**PART TWO – EXHIBITS**

**ADOPTED MAY 5, 1975**

**AMENDED:**

**OCTOBER 11, 1976**

**JULY 5, 1977**

**JANUARY 23, 1978**

**SEPTEMBER 11, 1984**

**APRIL 14, 1986**

**FEBRUARY 16, 1988**

**SEPTEMBER 3, 1991**

**NOVEMBER 9, 1993**

**MAY 26, 1998**

**NOVEMBER 23, 1998**

**DECEMBER 10, 2001**

**FEBRUARY 10, 2003**

**MAY 9, 2005**

**AUGUST 2005**

**Prepared by:**

**Urban Renewal Agency of the City of Salem, Oregon**  
**350 Commercial Street, NE**  
**Salem, Oregon 97301**  
**(503) 588-6178**

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CITY OF SALEM**

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Ward 3, Brad Nanke  
Ward 4, TJ Sullivan  
Ward 5, Rick Stucky

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Rick Scott, Urban Development Director  
Daniel Riordan, Revitalization Supervisor  
Jill Corcoran, Revitalization Supervisor  
John Jansons, Project Coordinator

Courtney Knox, Project Coordinator

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## **SECTION 100 – INTRODUCTION**

### **101 Legal Basis for Employee Urban Renewal Process**

The Urban Renewal Plan for the Riverfront/Downtown Urban Renewal Area (the RDURA) consists of Part One, "Text," and Part Two, "Exhibits." This Plan has been prepared by the Urban Renewal Agency of the City of Salem, Oregon, pursuant to ORS Chapter 457, Article IX, Section 1c, of the Oregon Constitution, and all applicable laws and ordinances. All such applicable laws are made a part of this Plan, whether expressly referred to in the text or not.

### **102 Declaration of Necessity and Purpose**

Within the boundaries of the RDURA, as hereinafter described, the Mayor and Common Council of the City of Salem hereby finds there exists conditions of blight, deterioration, decline of property values and business vacancies, conflicts between vehicular and railroad traffic, and other factors which constitute a detriment to the health, safety, morals, and welfare of residents of the City and people frequenting the RDURA.

The Mayor and Common Council further finds that to correct the condition as herein above stated and to realize the Plan Objectives set forth in Section 400 of this Plan, that it is necessary and in the public interest to declare the RDURA as an urban renewal area and to utilize therein, the urban renewal and redevelopment provisions of ORS Chapter 457.

### **103 Assurance to Qualify for Federal Financial Assistance**

In order that this Plan may qualify for federal financial assistance, and pursuant to Block Grant Funding of Title 1 of the Housing and Community Development Act of 1974, the "Assurances" provisions of the US Department of Housing and Urban Development (Form HUD 7015.12 – 12/74) by this reference are hereby included within this Plan as if such assurance were herein included in full.

### **104 Citizen Participation**

Prior to the adoption of this Plan, the Mayor and Common Council appointed a citizens advisory group referred to as the Riverfront Committee to advise the Council on the Riverfront Project. The Mayor and Common Council appointed two boards to succeed the Riverfront Committee: the Downtown Development Board (DDAB) and the Parking District Board (DPAB). In December of 2004, Council merged the functions of the DDAB and the DPAB into the newly established the Downtown Advisory Board (DAB). By intergovernmental Agreement, the DAB succeeds the DDAB and the DPAB in advising the Urban Renewal Agency on matters relating to the administration of this Plan. Additionally, the Salem Planning Commission, as required by ORS Chapter 457 and this Plan, will review any substantial or major amendments to this Plan. The DAB and the

**Salem Planning Commission will serve as the official advisory groups to the Agency Board and the Common Council regarding all activities relating to this Plan.**

## SECTION 200 – DEFINITIONS

Unless the context otherwise requires, as used in this Plan the following mean:

- A. “Plan” or “RDURP” means this Urban Renewal Plan for the Riverfront/Downtown Urban Renewal Area, Parts One and Two.
- B. “Text” means the Urban Renewal Plan for the Riverfront/Downtown Urban Renewal Area, Part One – Text.
- C. “Project” means individual projects or undertakings carried out within the Riverfront/Downtown Urban Renewal Plan Area.
- D. “Project Area” means the area included within the boundaries of proposed individual projects.
- E. “Agency” means the Urban Renewal Agency of the City of Salem, Oregon.
- F. “Planning Commission” means the Planning Commission of the City of Salem, Oregon.
- G. “City” means the City of Salem, Oregon.
- H. “County” means the County of Marion, State of Oregon.
- I. “State” means the State of Oregon.
- J. “ORS” means Oregon Revised Statutes.
- K. “RDURA” means Riverfront/Downtown Urban Renewal Area.
- L. “River” means the Willamette River.
- M. “Person” means any individual, corporation, limited liability company, partnership, trust, or other entity capable of holding title to real property or having the capacity to enter into contracts.
- N. “Downtown Parking District” means the parking district created and described in Salem Revised Code Chapter 7.
- O. “SACP” means Salem Area Comprehensive Plan.
- P. “DAB” means the Downtown Advisory Board, established in December, 2004, and charged with advising the Urban Renewal Agency Board and the Common Council on matters relating to the Agency’s administration of this Plan.

## **SECTION 300 – DESCRIPTION OF THE RIVERFRONT/DOWNTOWN URBAN RENEWAL BOUNDARY**

The boundaries of the RDURA are shown on the Urban Renewal Boundary and Land Use Plan Map attached hereto as "Exhibit 2" of "Part Two" of this Plan. A legal description of the boundaries of the RDURA is attached hereto as "Exhibit 1" of "Part Two" of this Plan.

## **SECTION 400 – STATEMENT OF URBAN RENEWAL OBJECTIVES**

The primary objectives of this Plan are to improve the overall appearance, condition, and function of the RDURA to encourage a variety of river-oriented uses, to sustain, and improve the economic vitality of the Central Business District, to relieve traffic congestion and railroad conflicts, to encourage the use of mass transit, and preserve and to create natural green belts along existing waterways.

Objectives of the Plan more specifically stated are:

- A. To work with citizen's advisory committees and subcommittees for maximum input and evaluation of development recommendations.
- B. To maintain the central core area as the dominant center for regional retail and office development.
- C. To prevent further fragmentation of central core area retail and office development activity.
- D. To encourage the development of, and provide sites for, additional retail uses, including department stores.
- E. To improve the pedestrian flow and protection for pedestrians between retail activities, offices, public facilities, parking, and related areas, through improvements at street level as well as grade-separated pedestrian ways.
- F. To make capital improvements to existing publicly owned parking structures and to increase the net supply of public off-street parking spaces within the RDURA sufficient to meet the needs of the Downtown Parking District and public facilities.
- G. To encourage private restoration, rehabilitation, development, both within and adjacent to project areas, through public improvements in project areas.

- H. To encourage and explore funding methods for the preservation or reuse of historically or architecturally significant buildings in the retail core area.
- I. To recommend changes to zoning, building codes, fire regulations, and administrative policies, consistent with public safety, to encourage rehabilitation and uses of existing buildings.
- J. To protect existing stock of buildings by encouraging rehabilitation and to encourage the conversion of existing suitable structures to residential use in the RDURA.
- K. To encourage the development of new housing through the use of available measures, such as the tax abatement provisions of HB 2343.
- L. To increase the total housing supply adjoining the retail core.
- M. To relieve traffic congestion and conflicts arising between cross town traffic and traffic destined for downtown Salem by improving Front Street, minimizing the railroad conflicts through track consolidation and relocation, and encouraging the use of mass transit.
- N. Improve present public street and alleys by the installation of new surfacing, curbs, gutters, sidewalks, and the placing of visually integrated street furniture, and to develop and improve the street lighting system.
- O. To participate in the development of the Willamette Riverfront in a way that provides an opportunity for a mixture of commercial, residential, public, and other uses compatible with the Riverfront, and facilitates safe pedestrian and bicycle movement along the Riverfront with linkages to adjoining areas.
- P. Where necessary, to construct, install, and replace publicly owned utility systems such as water, storm drains, and sanitary sewers, where existing systems are inadequate, undersized, or substandard.
- Q. Provide good pedestrian, bicycle and vehicular access to the Riverfront.
- R. To beautify and enhance the streetscape by participating in projects involving public art, landscaping, sidewalk surfacing, signing, street furniture, intersection corner bulbs, weather protection, and related improvements.
- S. Recognize Mill Creek as a community asset by providing open space and good pedestrian access to and along the Creek, by acquisition of property and construction of pedestrian/bicycle ways along the Creek and potentially grade separated paths at major barriers such as streets.

- T. Promote higher density housing throughout the North Downtown including north of Union Street, along the Riverfront and on property known as the Larmer site.
- U. Encourage and participate in the provision of pedestrian-oriented, mixed-use (commercial, office and residential) development along the Broadway/High Street corridor, north of Union Street.
- V. To promote the construction, installation and replacement of private utility infrastructure to support commercial and residential downtown development.

## **SECTION 500 – GENERAL LAND USE PLAN**

The General Land Use Plan for the RDURA conforms with the Salem Area Comprehensive Plan and consists of a map entitled "URBAN RENEWAL PROJECT BOUNDARY AND LAND USE MAP" included herein as "Exhibit 2" to "Part Two," and the descriptive material and regulatory provisions contained in this Section 500, both those directly stated and those herein included by reference.

### **501 Land Use**

The following land uses are permitted by this General Land Use Plan:

1. Residential Uses complying with the uses, provisions, standards, and regulations set forth in the Salem Zone Code, including most specifically SRC Chapter 148 "RM1/RM2 – Multifamily Residential District" and SRC Chapter 149 "RH – High Rise Apartment Residential District."
2. Retail and Office Uses complying with the uses, provisions, standards, and regulations set forth in the Salem Zone Code, including most specifically SRC Chapter 150 "CO – Commercial District," and to SRC Chapter 154 "CB – Central Business District."
3. New Retail Center complying with the following uses, provisions and standards:
  - a. Allowed Uses:
    - Department Store
    - Artist Supply Store
    - Bookstore
    - Camera and Photographic Store
    - Candy, Nut and Confectionary
    - Drug Store
    - Dry Goods Store
    - Florist Shop
    - Furrier and Fur Shop
    - General Store

- Gift and Novelty Shop
- Greeting and Stationery Card Store
- Hobby Equipment Store
- Hotel
- Jewelry Store
- Liquor Store
- Music Store (including stereo equipment sales and records stores)
- New Dealers
- Plant Store
- Public Use Space
- Restaurant or Dine, Drink and Dance Establishment
- Shoe Store
- Sporting Goods Store
- Theater
- Toy Store
- Tobacco, Cigar Store
- Wearing Apparel & Accessories
- Variety Store
- Luggage and Leather Store
- Baker
- Barber
- Beauty Shop
- Offices of Financial Institutions
- Other Office Uses allowed by the Zone Code provided they are not located on the street level
- Other Compatible Uses

**b. Additional Provisions**

- i. Off-street parking requirements. The requirements of the Salem Zone Code, SRC Chapter 133 – “Off-Street Parking and Loading” apply.
- ii. Public Use Space. Approximately 10,000 square feet of the land in the New Retail Center land use category is required to be developed for public use. A detailed plan locating this site, its design, use, character, and ongoing operation shall be approved by the City Council prior to the issuance of any construction permits in this land use category. The following description is intended as a guide to be used by the City Council in approving the detailed plan. It is not intended to define the specific uses to be included.

The space to be developed in this use should be along the major pedestrian routes and in one contiguous site. It should be designed to include both passive, high spectator and active, i.e. skating, participation choices. Examples of the specific uses included special events like the arts shows, trade exhibits, dance concerts, etc., along with permanent



attractions such as an ice skating rink and/or outdoor dining. The area should be at least partially enclosed for year round usage.

4. Industry and Commercial Services complying with the uses, provisions, standards, and regulations set forth in the Salem Zone Code, including, most specifically, SRC Chapter 155 – “IC – Industrial Commercial District.”
5. Parks and Open Space complying with the uses, provisions, standards, and regulations set forth in the Salem Zone Code, including, most specifically, SRC Chapter 160 – “Public Use District.”
6. Other Public and Major Institutions complying with the uses, provisions and standards, and regulations set forth in the Salem Zone Code, including, most specifically, SRC Chapter 160 – “Public Use District.”
7. Riverfront. Uses shall conform with the “River-Oriented Mixed Use” provisions of the Salem Area Comprehensive Plan and, where applicable, SRC Chapter 141 – “Willamette River Greenway.” Within the Willamette Riverfront two land use categories are shown in Exhibit 2, Part 2, General Land Use Plan: Part A – Industrial and Part B – Riverpark and Redevelopment.

Part A: Industrial uses complying with the provisions, standards, and regulations set forth in the Salem Zone Code, including, most specifically, SRC Chapter 155 “IC – Industrial Commercial District,” and Chapter 158 – “IG – General Industrial District.”

Part B: Riverpark and Redevelopment complying with the following provisions:

a. Allowed Uses:

Parks and open space, including pedestrian bicycle trails and community center buildings.

Marina, including accessory uses such as, but not limited to, boat launch, boat sales, boat and engine repair, gas and oil sales, boat equipment rentals, and accessory sales.

Community buildings  
Multifamily residential  
Hotels, motels, and conference  
Eating place, restaurant café  
Dine, drink and dance establishment  
Other compatible uses

Retail uses:  
Antique Shop

Artist Supply Store  
Camera and Photographic Store  
Candy, Nut and Confectionary Store  
Florist Shop  
General Store of not more than 5,000 square feet  
Gift Novelty Shop  
Plant Store  
Sporting Goods Store  
Toy Store  
Tobacco Store  
Wearing Apparel and Accessories  
Variety Store  
Luggage and Leather Goods

b. Additional Provisions:

The above uses shall comply with the provisions, standards, and regulations set forth in the Salem Zone Code, including SRC Chapter 141 – “Willamette River Greenway.”

- i. General Commercial, Office complying with the uses, provisions, standards, and regulations set forth in the Salem Zone Code, including, most specifically, SRC Chapter 150 – “CO – Commercial Office District” and SRC Chapter 153 – “CG – General Commercial District.”
- ii. Industry, complying with the uses, provisions, standards, and regulations set forth in the Salem Zone Code, including, most specifically, SRC Chapter 158 “IG – General Industrial District.”

**502 Circulation Routes**

Circulation Routes shall be as delineated on the Street System Element of the Salem Transportation System Plan, as adopted and amended by the Salem City Council.

**503 Legal Description**

The legal description of the RDURA is included as Exhibit 1, Part Two of this Plan.

## **SECTION 600 PROJECT ACTIVITIES WHICH MAY BE USED TO ACHIEVE PLAN OBJECTIVES**

### **601 Principal Aim**

The principal aims of the urban renewal activities under this Plan are to create a climate for, and to encourage, the revitalization of a viable and economically sound Central Business District, the elimination of traffic congestion and railroad conflicts, and the development of amenities along the east bank of the Willamette River.

The type of urban renewal actions to be undertaken by the Agency in execution of this Plan include those actions permissible under ORS Chapter 457, including, but not limited to, the following:

1. Assistance in the rehabilitation of deficient structures where such rehabilitation is physically and economically feasible.
2. Acquisition of real property for clearance and sale or lease for redevelopment.
3. Entering into agreements for owner participation in rehabilitation and/or redevelopment.
4. Aid in the relocation of individuals, families, and businesses displaced by renewal actions.
5. The renovation and rehabilitation of historic or architecturally significant buildings or structures identified in the City's historic inventory.
6. Construction and reconstruction of public improvements, including flood control measures, transportation, utilities, parking facilities, convention facilities, performing arts facilities, public parks and open space, and other facilities which will aid in the economic, aesthetic, or recreational enhancement of the RDURA.
7. Entering into cooperation agreements with other public agencies.
8. Relocating existing overhead private utilities and installing proposed private utilities underground where feasible.
9. Installation of temporary uses, such as open space, parks, temporary mobile office facilities, and surface parking areas.

### **602 Land Acquisition**

Property that is acquired under this Plan will be acquired according to the procedures adopted by Board in Resolution No. 06-04— and incorporated into this Plan by this reference. Any properties purchased with Federal funding will be purchased according

to the procedures and regulations of the Department of Housing and Urban Development.

### **603 Rehabilitation**

Existing structures on all properties to be rehabilitated shall meet the following minimum standards:

1. All structures shall be rehabilitated in accordance with the versions of the following codes current at the time of rehabilitation, as adopted or administered by the City of Salem:
  - State Structural Specialty Code
  - State Electrical Specialty Code
  - State Mechanical Specialty Code
  - State Plumbing Specialty Code
  - Fire Prevention Code
  - Sign Code of the City of Salem
  - Salem Housing Code
  - Salem Zone Code
2. The Agency may recommend the granting of variances to standards made applicable by the codes for an individual structure, including structures of historic or architectural significance, if it finds that:
  - a. The structure cannot feasibly be made to comply with the standards because of existing site, use, or other physical limitations; and
  - b. The variance from the standards will not otherwise adversely affect the health, safety, or welfare of the occupants of the structure or of the RDURA.

Should a variance be recommended by the Agency, the applicant shall follow all applicable procedures for obtaining the variance.

3. All structures and uses shall comply with the conditions and regulations of this Plan.
4. Owner-Participation. If it is not economically feasible for the owner to bring the property up to applicable standards, the Agency may either acquire the property or partner with the owner to demolish all or part of a structure.

### **604 Underground Utility Lines**

Wherever possible, and in accordance with adopted plans and subsequent agreements between the Agency and private utilities, overhead utility facilities and lines shall be placed underground.

## **SECTION 700 LAND DISPOSITION**

### **701 Property Disposition**

The Agency is authorized to sell, lease, exchange, subdivide, transfer, assign, pledge, encumber by mortgage or deed of trust, or otherwise dispose of any interest in real property which has been acquired in accordance with the provisions of this Plan.

All real property acquired by the Agency shall be disposed of for development of uses permitted in this Plan, at the fair re-use value for the specific permitted uses on the real property. Real property acquired by the Agency may be disposed of to any other public entity. All persons and entities obtaining property from the Agency shall use the property for the purposes designated in this Plan, and shall commence and complete development of the property within a period of time which the Agency fixes as reasonable, and comply with other conditions which the Agency deems necessary to carry out the purposes of this Plan.

To provide adequate safeguards to ensure that the provisions of this Plan will be carried out, and to prevent the recurrence of blight, all real property owned by the Agency, as well as all real property purchased or leased by redevelopers, shall be subject to this Plan. Leases, deeds, contracts, agreements, and declarations of restrictions by the Agency may contain restrictions, covenants running with the land, rights of reverter, conditions subsequent, equitable servitudes, or any other provisions necessary to carry out this Plan.

### **702 Redeveloper's Obligations**

The following redevelopment requirements, whether by the Agency or by others, are hereby imposed on property disposed of by the Agency, and shall be implemented by appropriate covenants or other provisions in property disposition instruments:

1. The redeveloper and the redeveloper's successors or assigns shall redevelop land in accordance with the land use provisions and building requirements specified in this Plan.
2. The redeveloper shall begin and complete development of land for the uses required in this Plan within a reasonable period of time, as determined by the Agency, and as specified in the disposition instrument.
3. The redeveloper shall submit preliminary architectural and site plans, landscape plans, and final plans and specifications for the construction of improvements on the land to the Agency for review and approval so that the Agency may determine compliance of such plans and specifications with this Plan, including the terms and conditions in the disposition instrument.

4. The redeveloper will, under the terms of the disposition instrument, carry out specified improvements in accord with this Plan. The redeveloper will not be permitted to dispose of the property until the improvements are made, except with the prior written consent of the Agency, which consent will not be granted, and except under conditions that will prevent speculation and will protect the interests of the Agency and the general welfare of the RDURA. The Agency's right to consent will not be subject to the provisions of ORS 105.190.
5. No property shall be restricted as to the sale, lease, use or occupancy upon the basis of race, religion, color, sex, or national origin.

### **703 Underground Utilities**

Utility facilities, if feasible, may be relocated, as necessary to place existing above-ground facilities underground, and to relocate those necessary by reason of street modifications. The private facilities concerned will make such modifications and adjustments as may be required of them by reason of applicable law and through cooperation with the Agency. Upon vacation of streets, utility easements shall be reserved, unless the Agency determines that such reservations are not necessary.

### **704 Exceptions**

The Agency may grant exceptions to any of the regulations contained in this Section 700. Such exceptions shall be treated as minor amendments to this Plan and approved in accordance with the process set out in Section 1003. Prior to granting exceptions, the Agency shall determine the proposed action will not adversely affect other properties within, or adjacent to, the RDURA, and is consistent with the intent of this Plan. Any exceptions from this Plan that do not comply with the Salem Zone Code and other applicable codes and standards of the City shall require a variance or other approval by the City.

**SECTION 800 APPLICABILITY OF CONTROLS, NON-DISCRIMINATION PROVISIONS, AND EFFECTIVE PERIODS OF CONTROL**

**801 Applicability of Controls**

The provisions and requirements prescribed in Sections 500 and 600 shall apply to all real property situated within the RDURA.

**802 Non-Discrimination**

The property within the RDURA shall not be restricted as to the sale, lease, or occupancy upon the basis of race, religion, color, sex, or national origin.

**803 Effective Periods of Control**

The provisions and requirements outlined in this Plan shall be in effect until the Maximum Amount of Indebtedness, as defined in Section 900 has been retired, except that the non-discrimination provisions shall be in effect in perpetuity. The provisions and requirements, or any part thereof, may be extended for additional, successive ten-year periods by agreement of the majority of the property owners in the RDURA.

**804 Agency Review**

Any person aggrieved by a decision made under this Plan, whether such decision is affirmative or negative, is entitled to have the decision reviewed by the Agency. Request for such reviews shall be in writing, shall state the reason for the request, and shall be made not later than ninety (90) days after the decision has become final.



## **SECTION 900 OTHER PROVISIONS NECESSARY TO MEET STATE AND LOCAL REQUIREMENTS**

### **901 Land Use**

The land uses delineated in this Plan conform to the Salem Area Comprehensive Plan and the Salem Zoning Code.

### **902 Rehabilitation and Redevelopment**

The land use provisions and building requirements set forth in this Plan are designed to accomplish rehabilitation and redevelopment in accord with sound planning principles and objectives. All land the Agency acquires and such parcels as may be the subject of owner-participation agreements, will be rehabilitated or cleared and redeveloped to conform with the land uses shown on the Land Use Map. Public improvements, such as streets and parks, will be installed in accord with this Plan.

### **903 Transportation Improvements**

Street improvements proposed in this Plan conform with the Salem Area Comprehensive Plan and are appropriate and desirable with respect to adjacent areas. In addition to fostering land use objectives of this Plan, modification of the railroad tracks and the existing street system will aid traffic flow and minimize traffic congestion in the RDURA.

### **904 Maximum Development Intensity**

Proposed land uses will conform to the Salem Area Comprehensive Plan and the use and development standards of the Salem Zoning Code, thereby resulting in maximum use intensity.

### **905 Relocation**

The Agency will provide assistance in finding replacement facilities to persons or businesses displaced by Agency action. All persons or businesses to be displaced will be contacted to determine their relocation needs, and will be given information related to the relocation program and procedures, including eligibility requirements for relocation payments, available services, and other relevant matters.

The relocation activities for the Front Street Project will comply with the Front Street relocation plan and procedures adopted by the Salem City Council, March 1976. All other relocation activities will be undertaken, and payment made, in accordance with the Department of Housing and Urban Development Rules and Regulations.

In appeals of relocation decisions, the Agency will follow the procedures set forth in SRC 2.14, as it may be amended from time to time.

**906 Agency Indebtedness**

The Agency may finance or refinance any indebtedness incurred by the Agency in connection with this Plan, by providing for the division of ad valorem taxes, if any, levied by a taxing body upon the taxable real and personal property situated in the RDURA, pursuant to ORS 457.420 - ORS 457.450.

The maximum amount of indebtedness that can be issued or incurred under this Plan is \$315,000,000. For tax years beginning on or after July 1, 1998, the City of Salem has chosen Option One under Oregon Laws 1997, Chapter 451, Section 454, as the method of collecting ad valorem property taxes sufficient to pay, when due, indebtedness issued or incurred to carry out this Plan.

## **SECTION 1000 PROVISIONS FOR AMENDING ADOPTED URBAN RENEWAL PLAN**

### **1000 AMENDMENTS TO THE RENEWAL PLAN**

It is anticipated this Plan will be reviewed periodically during its execution, and may be changed, modified, or amended as future conditions warrant.

The types of plan amendments are: Substantial Amendments, Major Amendments, and Minor Amendments.

#### **1001 Substantial Amendments**

Substantial amendments are amendments to this Plan that require, pursuant to ORS 457.220, the same approval procedures required of the original plan. Substantial amendments are defined as:

1. Adding land to the RDURA, except for addition of land that totals not more than one percent of the existing area of the RDURA; and
2. Increasing the Maximum Amount of Indebtedness that can be issued or incurred under this Plan.

#### **1002 Major Amendments**

Major amendments shall be reviewed by the DAB, ~~in consultation with~~ affected neighborhood associations, and require approval by the Agency by resolution and by the City Council, which may approve the amendment by resolution. Major amendments are defined as the addition of new goals, objectives or projects to this Plan.

#### **1003 Minor Amendments**

Minor amendments shall be adopted by resolution of the Agency. ~~Affected neighborhood associations may be consulted on a discretionary basis, as determined by the Agency at the time the amendments are initiated.~~ Minor amendments are defined as any change to this Plan that is not classified as a Substantial or Major Amendment.

## **SECTION 1100 URBAN RENEWAL PROJECTS**

### **1101 Riverfront Redevelopment**

#### **A. Project Description**

The project is to redevelop property owned by the Agency, located in downtown Salem adjacent to the Willamette River. The project includes a public dock, open space, improved pedestrian crossings from Downtown to the Riverfront Park, and an esplanade. The public dock, including an overlook and riparian gardens, was completed in May of 2005. In addition to the property owned by the Agency, the project extends across Front Street to include work within the right-of-way of Court Street, between Front Street and Commercial street, and the half block bordered by Court, Front, State and the alley, and across the Willamette Slough to provide a link to Minto Brown Island. The project also includes the redevelopment of property along the Riverfront located north of Union Street, and the railroad bridge connection to Wallace Marine Park.

The redevelopment is mixed use, with ancillary uses and large areas of public open space and river access. Urban Renewal funds will be used for development throughout the project area. The public open space element will include a hard surface plaza and turfed park areas. Parking facilities will be constructed to serve the adjacent public open space. Public parking and alley widening and loading area improvements, each requiring property acquisition, may be provided adjacent to a courtyard and a grade separated pedestrian way, located primarily in the Court Street right-of-way, connecting the Riverfront to the downtown.

On the northerly end of the site, an historic village was developed, with the historic Gilbert House as its anchor. Several historic structures from other areas were purchased and relocated to the Riverfront historic village between 1992 and 2000.. Parking has been developed near the historic village to serve both the village and the public open space adjacent to the village.

Pedestrian and vehicle access within and to the site is a key aspect of the project. An extensive system of pedestrian/bicycle ways will be constructed on the site, providing linkages to other areas of the City. Three major pedestrian linkages were originally proposed, including a grade separated pedestrian way in the vicinity of Court and Front Streets, a pedestrian bridge connecting the southern end of the site to Minto Brown Island, and conversion of an existing railroad bridge to pedestrian use (when declared surplus by the railroad) connecting the site to Wallace Marine Park, across the Willamette River. In addition, street improvements will be required to provide on site circulation and vehicular access to the site. Pedestrian connections will be developed to provide pedestrian access from Front Street to the Riverfront esplanade.

The Agency may acquire property in this area to facilitate redevelopment of the Riverfront as public and private uses and to provide pedestrian access to and along the river.

## B. Relationship to Local Objectives

1. The Riverfront Redevelopment Project is in conformance with the goals and policies of the Salem Area Comprehensive Plan.
2. The Riverfront Redevelopment Project is consistent with the Salem Zone Code.
3. The Riverfront Redevelopment Project is consistent with the CAN-DO Neighborhood Plan.
4. The Riverfront Redevelopment Project is consistent with local transportation plans, including the Salem Area Transportation Plan.
5. The Riverfront Redevelopment Project will not have a significant impact on public transportation or utilities and will benefit recreational, and other community facilities.
6. The Riverfront Redevelopment Project is consistent with the Core Area Plan (1996) and North Downtown Plan (1997).

## C. Project Timeline and Outline

A precise date for initiating construction of the project has not been established because of unknown factors. Some, but not all, of these factors include the timing of the required land use actions (e.g. an Army Corps of Engineer's permit for the public dock). The general order of expenditures has, however, been established. Expenditures will be specifically identified, and updated annually in Salem's Capital Improvement Program.

In general, the order of improvements will require demolition of the existing Boise Cascade Container Plant first. Also expected to occur early in the project are site improvements linking the site to Minto-Brown Island. These improvements include construction of central open space areas (hard and soft surface), construction of the grade separated pedestrian way at Front and Court Streets, property acquisition and demolition of blighted structures along Front Street, alley and parking improvements adjacent to the grade separated pedestrian way and courtyard, street improvements relating to site access, property disposition and site improvements at the historic village.

The fourth year of improvements include final paving and landscaping of the Court Street pedestrian area and additional open space improvements and redistribution of some property along Front Street for permitted uses. The remaining improvements are expected to occur in years five and six and include the public dock, additional parking, acquisition and improvement of the railroad bridge to Wallace Marine Park (if available), additional open space improvements, public beautification in open space areas and additional improvements to Front Street relating to site access.

The above schedule is not definitive and some changes may be necessary. It is intended to provide general direction to the expected order of development of the project.

#### D. Map

"Part 2" of "Exhibit 3" illustrates property in the RDURA which may be acquired for renewal activities. This map has been amended to remove designations of properties for potential acquisition along the Riverfront until a specific project is identified north of Union Street.

#### E. Temporary/Permanent Relocation

Properties proposed for acquisition may include those north of Union Street, west of Front Street, east of the Willamette River and south of Mill Creek. While no specific properties are identified, the properties subject to potential acquisition are within the area shown in Exhibit 3. Any relocations mandated by property acquisition related to this project will conform completely with the Uniform Relocation Act, which is incorporated herein by reference.

#### F. Real Property Acquisition/Disposition

Acquisition, demolition and removal of structures may be necessary to redevelop the area. Any acquisition of real property will conform with Section 600 of this Plan and ORS Chapter 457. Disposition of real property will conform with Section 700 of this Plan.

### **1102 Hotel, Community Conference Center and Parking**

#### A. Project Description

The Conference Center project was completed in early 2005 and a grand opening celebration was held on February 25, 2005. The project consisted of developing a community conference center and associated parking in conjunction with a private hotel in downtown Salem – encompassing the entire block bordered by Ferry, Liberty, Trade, and Commercial Streets. Capital costs of development included furniture, fixtures, and equipment. The community conference center and associated parking were publicly financed and the hotel was privately financed.

#### B. Development Outline

The project is dependent upon two key items occurring. The first is that a private hotel developer must propose a development to the City and indicate that adequate financing is available and the project is feasible. The second key item, is that the Renewal Agency must identify suitable financing for property acquisition, construction of the community conference center and construction of necessary associated parking. Financing may

include a General Obligation Bond, tax increment financing or a combination of these and other financing mechanisms.

Following a feasible hotel development proposal and successful financing by the Agency, a detailed development agreement must be negotiated with the hotel developer, addressing items such as joint use of parking facilities, financing of joint parking facilities, conference center management including use by the community and the hotel in addition to a detailed development schedule. Pre-marketing the facility is a development activity within the scope of this Plan.

Upon execution of a development agreement, detailed construction plans must be prepared, and all permits must be obtained. At this point construction will commence. A specific date for construction has not been identified due to the many variables described above. The proposed land use for the subject site is a hotel and community conference center. Development must conform with the development requirements of the Salem Zoning Code and all building code requirements.

### C. Map

A legal description of the RDURA is contained in Part 2: Exhibit 1. This project does not require changes to the RDURA boundary. Part 2: Exhibit 2 of the Plan is the land use map for the RDURA. The proposed project is consistent with the identified designation of "Retail/Office" on the proposed site.

Part 2: Exhibit 4 is a general land use map of the riverfront property. It has been amended to remove the "hotel/conference and associated parking" designation from the Riverfront Park and to relocate that designation to the proposed site.

### D. Relationship to Local Objectives

1. The project is in conformance with the RDURP in that a hotel/conference center development is currently identified in the Plan, and is simply being relocated through this plan amendment.
2. The project is in conformance with the goals and policies of the Salem Area Comprehensive Plan, as discussed in Section 1102 of the RDURP.
3. The project is allowed in the City's CB Zone, and is therefore consistent with the Code.
4. The project is in conformance with the CAN-DO neighborhood plan, as discussed in section 1102 of the RDURP.
5. The project is in conformance with the Salem Transportation System Plan, as discussed in Section 11.02 of the RDURP.

6. The project is in conformance with the Overall Economic Development Plan of the Mid-Willamette Valley Economic Development District, in that policies which relate to the project are addressed in the Report on Plan Amendments.
7. The project will not have a significant impact on public transportation or utilities. The project will benefit recreational and other community facilities in that it will provide meeting space for community residents by relocating the project to the block bordered by Front, Chemeketa, Commercial and Center Streets.
8. The proposed project is in conformance with the Core Area Master Plan.

#### E. Proposed Land Uses and Requirements

Land uses for the RDURA area shown in Part 2: Exhibit 2, the "General Land Use Plan." Hotels, conference centers and parking structures are allowed uses in the CB Zone (SRC Chapter 154) and therefore are allowed in the "Retail/Office" designation shown for the potential site. There are no maximum densities for these facilities in the RDURP or the Zone Code. Building requirements must conform to the Uniform Building Code.

#### F. Temporary/Permanent Relocation

Any relocations mandated by property acquisition related to this project will conform completely with the Uniform Relocation Act, which is incorporated herein by reference.

#### G. Real Property Acquisition/Disposition

Part 2: Exhibit 3, indicates property which may be acquired for renewal activities. In December of 2001, the map was amended to designate the block bordered by Front, Chemeketa, Commercial and Center Streets. These sites are no longer needed for Conference Center development.

Any potential, future acquisition of real property will conform with Section 600 of this Plan and ORS 457. Disposition of real property will conform with Section 700 of this Plan.

#### H. Future Plan Amendments

At this time, there are not future Plan amendments anticipated which are so substantial as to require the same notice, hearing and approval procedure required of the original Plan under ORS 457.095 and provided in ORS 457.220.

#### I. Public Building

The community conference center and associated parking will be developed in conjunction with a hotel containing approximately 200 rooms. Previous studies have indicated that at least 200 rooms are needed to adequately support a conference center. The community conference center will benefit the entire community by providing



conference and meeting space and will particularly benefit the renewal area by creating a catalyst for the major private investment of a hotel. The conference center will attract users from around the state and region which will infuse dollars into the economy of the city and the downtown.

## **1103 Main Street Development**

### **A. Project Description**

The project is to establish a pedestrian-oriented shopping district along the Broadway/High Street corridor, north of Union Street. Development within this area will be characterized by any combination of pedestrian-oriented, mixed-use development projects. Individual projects will have a strong sidewalk orientation and should include a strong residential component.

The exact size of the retail component and number or type of housing units to be constructed in the corridor is yet to be determined. The existing character of the small lot single-family housing along Knapps Place and Willow Street shall be conserved with redevelopment of properties to higher intensity uses occurring elsewhere on Broadway and High Streets over time. Projects constructed along the Broadway/High Street corridor must conform to the development regulations and design guidelines or standards adopted by the City that apply to the corridor.

The Agency will use its resources proactively to promote pedestrian-oriented mixed-use development along the Broadway/High Street corridor. The Agency may use urban renewal funding to engage in any combination of the following activities: the acquisition of real property, provision of loans and loan guarantees, construction or reconstruction of public facilities, site clearance and site improvements. In addition, Urban renewal funds may be used throughout the Broadway/High Street corridor to provide pedestrian weather protection, streetscape and alley improvements and provide assistance in maintaining and improving the facades of buildings along the Broadway corridor through a façade maintenance program.

The Agency may also seek and make available other sources of funding such as Community Development Block Grant funding and loan guarantees to achieve the objective of pedestrian-oriented mixed use development within the corridor.

Land use and development in the City of Salem is governed by the Salem Area Comprehensive Plan which is implemented through the Salem Zone Code. All development must meet the requirements of the Salem Zoning Code and Uniform Building Code including provisions for maximum development densities.

### **B. Relationship to Local Objectives**

1. Pedestrian-oriented development has been found to be in conformance with the Salem Area Comprehensive Plan policies that support mixed use, neighborhood oriented development and the provision of higher density housing near the City's core, transportation corridors and near commercial and office development.

2. Pedestrian-oriented, neighborhood scale development has been found consistent with the Salem Zone Code, as amended by SRC Chapter 138 – “Broadway/High Street Overlay Zone.”
3. Pedestrian-oriented development has been found consistent with local transportation policies, including the Salem Transportation System Plan, that supports development which may result in more walking, bicycling or use of transit services.
4. Pedestrian-oriented development has been found consistent with the planning principles contained in the North Downtown and Core Area Master Plans.

#### C. Map

A legal description of the RDURA is contained in “Part 2” of “Exhibit 1.” These properties are described below. These properties and street right-of-way will give authority to the Agency to participate in future redevelopment and execute renewal projects.

#### D. Project Timeline and Outline

Redevelopment of the Broadway/High Street corridor into a pedestrian-oriented, traditional, “main street” shopping district is a long-term project which will require significant public participation. Mixed-use development is still unproven beyond the downtown. Feasibility of such development and prospects for success must be demonstrated prior to commitment from private developers and lenders. To facilitate private interest in mixed-use development in the North Downtown, the Agency will participate in a combination of mixed-use development projects. The projects will serve as a catalyst for further appropriate private development within the corridor.

It is expected that construction of a series of in-fill, pedestrian-oriented, mixed-use projects will take place along the Broadway corridor beginning in 1999. During 1998, the Agency will conduct a feasibility study to select a site or sites for such development. As part of the study, the Agency will identify financing sources for the projects and level of public participation. It is expected that the private sector will construct the projects. The Agency will select a developer for the initial project, or projects, through a competitive selection process. The project is considered critical to address the blighted conditions in the North Downtown area which is characterized by underutilized properties in substandard condition and prevalent low incomes of existing residents.

#### E. Temporary/Permanent Relocation

Any relocations mandated by property acquisition related to this project will conform completely with the Uniform Relocation Act, which is incorporated herein by reference.

#### F. Real Property Acquisition/Disposition

"Part 2" of "Exhibit 3" of the RDURP includes property which may be acquired for renewal activities. Completed acquisitions include the "Eagles" property and surrounding properties bounded by Market, Broadway, Belmont and Fourth Streets. The Eagles property is approximately 1.1 acres in area and contains a three plus story commercial/industrial building that was formerly used as a bakery. The remainder of the site is used for parking.

Successful development of the Eagles site will require the acquisition of a small tax lot abutting the Eagles ownership which fronts Belmont Street. The address of the site is 475 Belmont Street. The site previously contained a single family house and is approximately .1 acre in area. Lots at the southeast corner of Fourth and Market Streets and at the northeast corner of Fourth and Belmont Streets have also been acquired.

The half block on Broadway Street between Market and Gaines Street has also been acquired. The site is currently underutilized and functions as a used car lot. The site is approximately .56 acre in area. The site is well situated for a potential mixed use development with frontage on both Broadway and Market Streets.

Another used car lot located in the Broadway corridor has been acquired. The site is located along the east side of Broadway Street between Gaines and Hood Street and is approximately .76 acre in area. Demolition and removal of structures may be necessary to redevelop the area. Any potential, future acquisition of real property will conform with Section 600 of this Plan and ORS Chapter 457. Disposition of real property will conform with Section 700 of this Plan.

#### **1104 Mill Creek Redevelopment**

##### **A. Project Description**

The project is to provide pedestrian access to and along Mill Creek within the renewal district. Mill Creek is an overlooked asset that could contribute to the quality of life in the North Downtown area. The project will identify opportunities and constraints for public access and use of the creek. A pedestrian link is proposed along Mill Creek from Church Street to the creek's confluence with the Willamette River.

Mill Creek is a meandering natural corridor that passes through the North Downtown area. Currently, some public viewpoints and access to the creek are available, but the access lacks continuity and consistency. Access to and along the creek is expected to be implemented over time as properties redevelop. Public access to the creek should be accommodated where physical topography permits and safety can be assured. To guide these actions, the Renewal Agency will undertake a study to identify appropriate locations for public access and open space opportunities along the segments of the creek.

Physical design for Mill Creek pedestrian access should consider seasonal use, visual and functional accessibility. The Renewal Agency may undertake the acquisition of property to achieve project objectives.

**B. Relationship to Local Objectives**

1. The Mill Creek redevelopment project has been found to be in conformance with the goals and policies of the Salem Area Comprehensive Plan especially as they relate to open space, parks and recreation.
2. The Mill Creek redevelopment project has been found to be in conformance with the goals and policies of the North Downtown Plan.
3. The Mill Creek redevelopment project has been found to be in conformance with local transportation plans, including the policies of the Salem Transportation System Plan which promote all modes of transportation including walking and bicycling.
4. The Mill Creek redevelopment project will not have a significant impact on public transportation or utilities and will benefit recreational and other community facilities.
5. A Mill Creek redevelopment project could mitigate historic flood hazards in the area resulting from the development pattern and topography along Mill Creek.

**C. Map**

A legal description of the RDURA is contained in Part 2: Exhibit 1. This project amendment makes no changes to the RDURA boundary. Part 2: Exhibit 2 of the Plan is the land use map of the RDURA. The proposed project map makes no changes to the underlying land use designations of property shown on the map.

**D. Project Timeline and Outline**

A precise date for construction of the project has not been established, although it is expected that preliminary work will commence during the life of this Plan. It is expected that public access to the creek will be provided as the North Downtown area redevelops.

**E. Temporary/Permanent Relocation**

Any relocation(s) mandated by property acquisition related to this project will conform completely with the Uniform Relocation Act, which is incorporated herein by reference.

**F. Real Property Acquisition/Disposition**

Any potential, future acquisition of real property will conform with Section 600 of this Plan and ORS 457. Disposition of real property will conform with Section 700 of this Plan.

## **1105 Core Area Redevelopment**

### **A. Project Description**

The purpose of this project is to establish downtown as a vibrant mixed use area, with a strong, diverse and interdependent collection of activities and uses - retail, residential, office and entertainment - generating demand for services at all hours of the day. The project area is bound by Union Street NE (north), High Street NE (east), Ferry Street NE (south), and Front Street NE (west). The vibrancy of the downtown retail core is critical to the overall business and economic health of Salem. Successful retail depends on successful neighborhoods and office components to provide daytime demand for retail and restaurants. Downtown residents add customers in the evenings.

The prevalence of vacant buildings and underutilized properties in Salem's Downtown core impairs tax increment collections and slows the pace of redevelopment activities, infrastructure and facade improvements in the Downtown area. Vacant buildings and properties also deter private sector investment because they are perceived as indicative of market risk which may be associated with a slow or inert market, poor local economy, limited buying power of local residents, undervalued land, and/or disinterested property owners.

The project establishes a geographic area for redevelopment activities Downtown that will help to stabilize and improve the value of Downtown properties, and spur additional private sector investment.

Analysis of the Downtown area shows a concentration of vacant buildings, empty retail spaces, and underutilized properties in the project area. Historically, in this area, residential units and offices were located above the retail shops, restaurants, and other services. Over time, uses in the Downtown core have changed. Changes in retail merchandising have rendered some of the retail space obsolete. In contrast to the blocks within the project area, the majority of the blocks on the periphery are in institutional use, and are predominantly whole block, single use - such as the Meier and Frank block, the Transit Center or the Marion County Courthouse.

The Agency may use urban renewal funding to engage in any combination of the following activities: acquisition of real property, provision of loans, construction or reconstruction of public facilities, site clearance and site improvements. The Renewal Agency may also seek to leverage other sources of funding including State and Federal resources to achieve the objective of reducing vacancies and recovering underutilized properties for their highest and best use within the corridor. In addition, urban renewal and/or special housing funds may be used throughout the project area to provide assistance in maintaining and improving the facades of buildings through the Tool Box program.

### **B. Relationship to Local Objectives**

1. The project furthers the commercial development and community economy development objectives of the Plan and provides a geographic area to these redevelopment activities.
2. The project conforms with the goals and objectives of the Salem Area Comprehensive Plan. The purpose of the project furthers the Comprehensive Plan's goal of maintaining the Central Business District as the dominant regional retailing and employment center by redeveloping existing shopping and service facilities.
3. The type of redevelopment discussed in the project is consistent with the Central Business District zone and, as a result, the Salem Zone Code.
4. The project is consistent with local transportation plans, including the Salem Area Transportation Plan.
5. The project will not have a significant impact on public transportation or utilities.
6. The project is consistent with the Core Area Master Plan (1996).

C. Map

Part 2: Exhibit 5 illustrates the Core Area Redevelopment project area.

D. Project Timeline and Outline

There is no firm timeline for this project as it will depend on a combination of market forces, funding, and the timing and availability of sites. In some areas, redevelopment has stalled due to several long-term vacancies and concentration of underutilized properties in the project area. Redevelopment may not occur under pressure from market forces alone and the Agency may need to provide assistance, using its resources proactively to fund redevelop activities in the Core Area Redevelopment project. These activities may include but are not limited to acquisition and disposition of underutilized and vacant properties. As funding becomes available, the Agency may select a developer for an initial project to facilitate private development of future projects, serving as a catalyst for further appropriate private development within each corridor. It is expected that the private sector will construct the projects. These types of projects are considered critical to address the blighted conditions in the downtown area which are characterized by underutilized properties and a rotating cycle of vacancies.

The number of properties in need of redevelopment will continue to vary over time. An inventory is the first step in this process. The inventory will provide an accurate understanding of all property in the project area and with regular updating, provide a snapshot of vacancies to measure performance and to identify strategic redevelopment opportunities with regard to vacant and underutilized of properties.

**E. Temporary/Permanent Relocation**

Any relocations mandated by property acquisition related to this project will conform completely with the Uniform Relocation Act, which is incorporated herein by reference.

**F. Real Property Acquisition**

The Agency will purchase key properties in the project area. A key property is defined as any property suitable to accomplish the stated goals of the project. Any future acquisition of real property will conform with Section 600 of this Plan and ORS Chapter 457. Disposition of real property will conform with Section 700 of this Plan.

(This project was added to the Plan through a major amendment in July/August 2005.)



**SECTION 1200 – FUNDING PRIORITY**

Recommendations for funding priorities shall be made each year by the DAB, along with specific budget recommendations.

The Agency will prioritize funding opportunities based on demonstrable and potential public benefit including, but not limited to: quality employment, mixed-use development, enhanced or in-fill housing, public revenue and realizing un-met need for commercial, professional and retail services in the RDURA.

## **SECTION 1300 – FUTURE PLAN AMENDMENTS**

No future amendments to this Plan have been specifically identified, however, it is expected that should future amendments occur, the following areas will be addressed.

1. The RDURA is adjacent to the Pringle Creek Urban Renewal Area. As the objectives of the Pringle Renewal Urban Renewal Area are met, in some areas, the interrelationship between the RDURA and the Pringle Creek Urban Renewal Area may require examination.
2. As the objectives of the downtown are addressed, the northern portion of the RDURA will require additional specific planning.
3. As the RDURA undergoes growth and change, amendments to the Map, "Property That May Be Acquired for Renewal Activities," "Part 2" of "Exhibit 2," may be necessary.
4. Amendments could be necessary to address projects associated with the restoration and rehabilitation of existing structures and with promotion of housing in the RDURA.
5. The Agency shall consider amendments to this Plan concurrently with the adoption of the Agency Ten-Year Spending Plan. Additional amendments may occur more frequently as authorized by the Board. Amendments may also be required as a result of changes to ORS Chapter 457 or other applicable laws.

Street SE 445 feet more or less to a point on the West Line of Commercial Street SE; thence North 22°32' East along the West Line of said Commercial Street SE 425 feet more or less to a point on the North Line of Ferry Street SE; thence easterly along the North Line of said Ferry Street SE to a point on the West Line of Church Street SE; thence northerly along the West Line of said Church Street SE to a point on the North Line of State Street; thence easterly along the North Line of State Street to a point on the East Line of Church Street NE; thence northerly along the East Line of said Church Street NE to a point on the South Line of "D" Street NE; thence westerly along the South Line of said "D" Street NE and the westerly extension thereof to the Westerly extension of a north-south alley in Block 5 of Boise's Second Addition to the City of Salem; thence north along the Westerly extension and the West Line of the alley in Blocks 4 and 5 of said Boise's Second Addition and Block 9 of North Salem to the North Line of Market Street NE; thence westerly along the North Line of Market Street to the East Line of Broadway Street NE; thence northerly along the East Line of Broadway Street NE to the South Line of Gaines Street NE; thence easterly along the South Line of Gaines Street to the East Line of the north-south alley in Block 7 of North Salem; thence north along the east alley line and the extension thereof to the South Line of Hood Street NE; thence westerly along the South Line of Hood Street NE to the West Line of Broadway Street NE; thence southerly along the West Line of Broadway Street NE to the South Line of Gaines Street NE; thence westerly along the South Line of Gaines Street NE to the West Line of the north-south alley in Block 11 of North Salem; thence south along the west alley line to the South Line of Market Street NE; thence westerly along the South Line of Market Street NE to the West Line of Front Street NE; thence southerly along the West Line of said Front Street NE to a point on the South Line of Lot 8, Block 1, Mill Addition to Salem; thence westerly along the South Line of Lot 8 and westerly extension thereof to the center of the Willamette River; thence southerly along the center of the Willamette River to the point of beginning; Save and except the street improvement area of Broadway Street NE, north of the South Line of Market Street NE.

NARRATIVE  
LEGAL DESCRIPTION  
FOR THE ADDITION  
TO THE  
RIVERFRONT-DOWNTOWN URBAN RENEWAL AREA

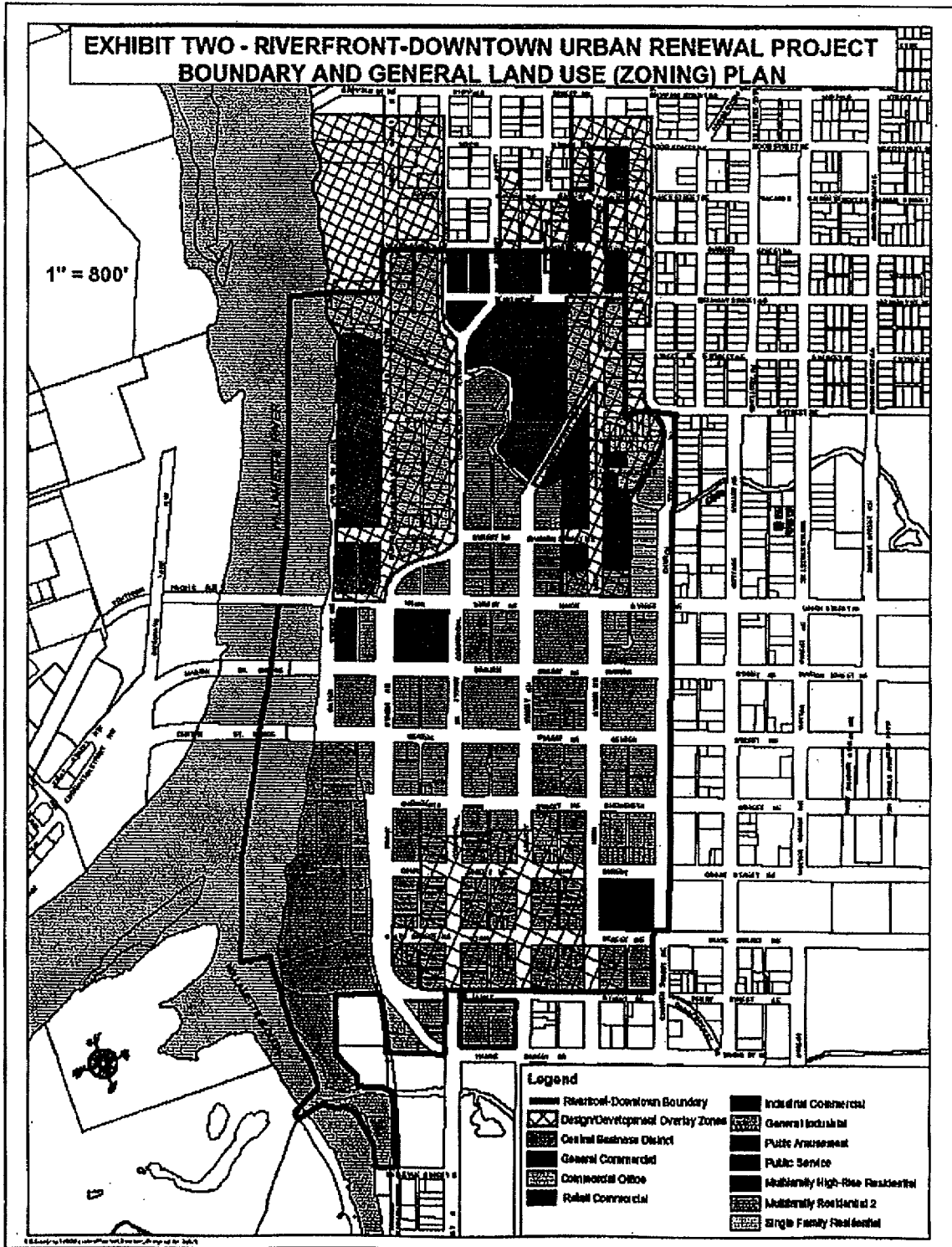
Expand the RDURA to add 2.83 acres of blighted property (subject property) bounded by Ferry Street SE, Liberty Street SE, Trade Street S and Commercial Street SE together with 15 feet of public right-of-way around the perimeter of the subject property and a ten foot strip of public

right-of-way across Ferry Street SE, parallel to a contiguous with the Commercial Street SE public right-of-way.

(Ordinance 79-2001)

## EXHIBIT TWO RIVERFRONT-DOWNTOWN URBAN RENEWAL PROJECT BOUNDARY AND GENERAL LAND USE (ZONING) MAP

See Official Zoning Map for precise boundary locations and the Salem Zoning Code for descriptions of zoning classifications.



### EXHIBIT THREE IDENTIFICATION OF PROPERTIES THAT MAY BE ACQUIRED

Exhibit 3 outlines the area in which the Agency may acquire real property during the life of the Plan for renewal projects in conformance with Section 602 of this Plan and ORS Chapter 457.

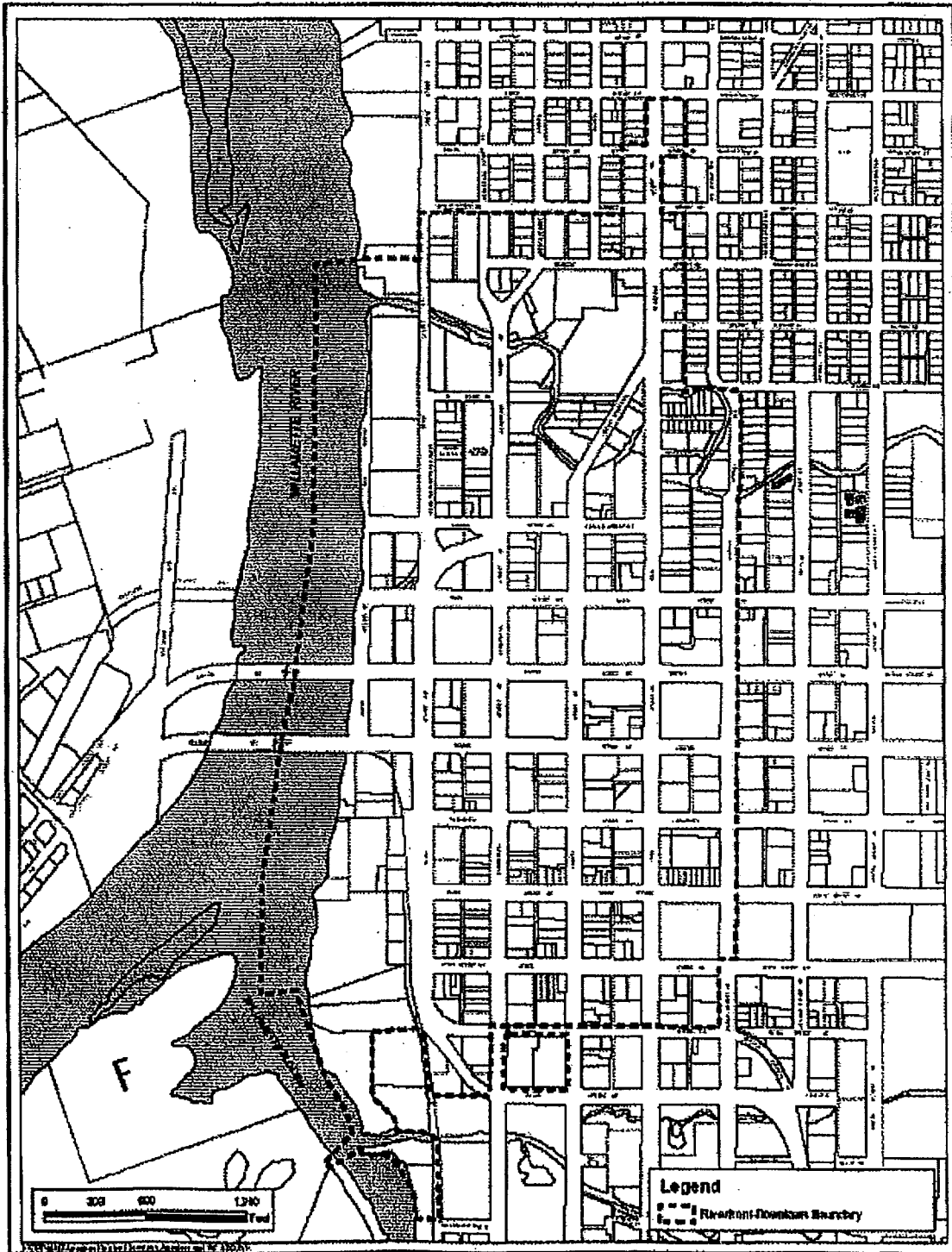
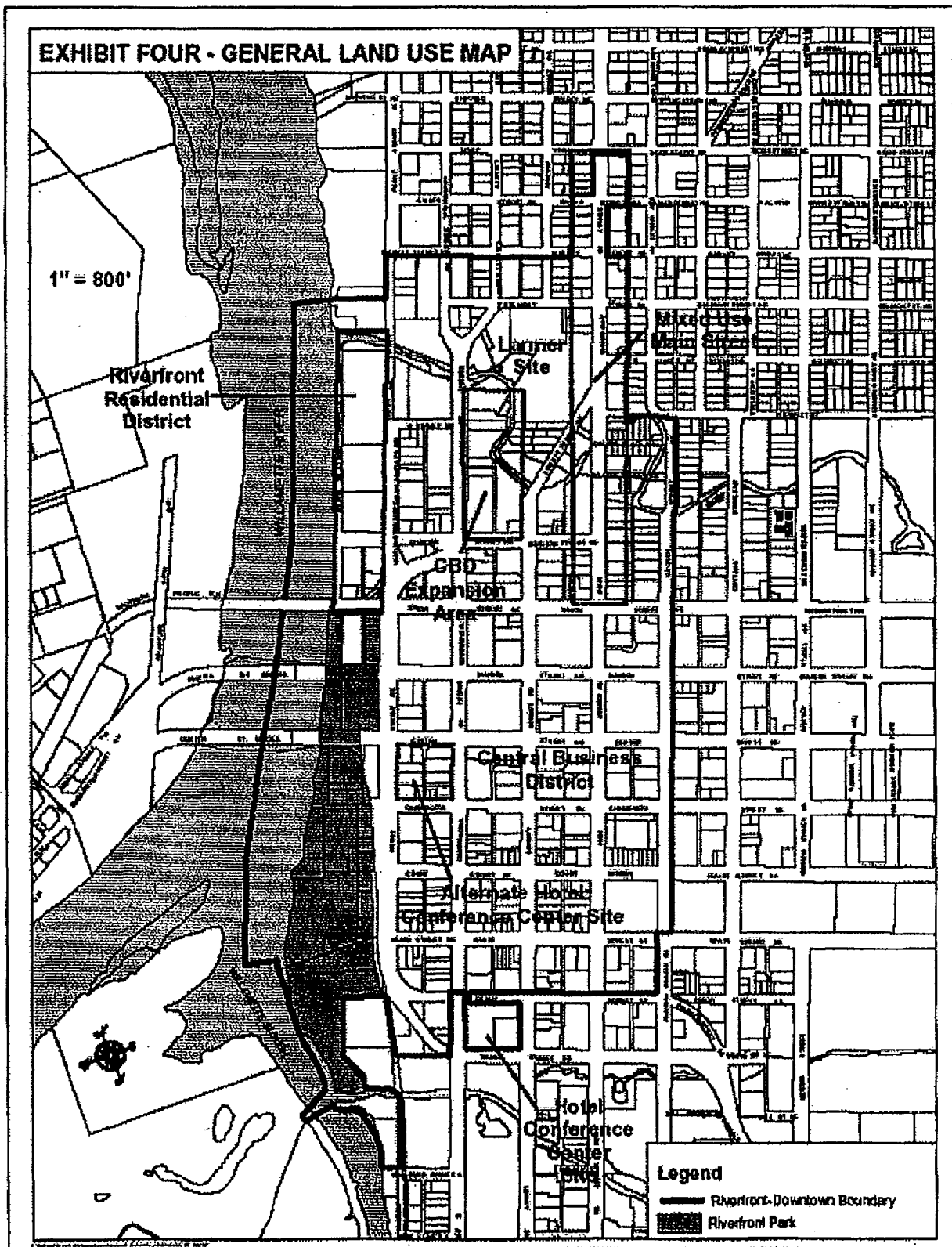
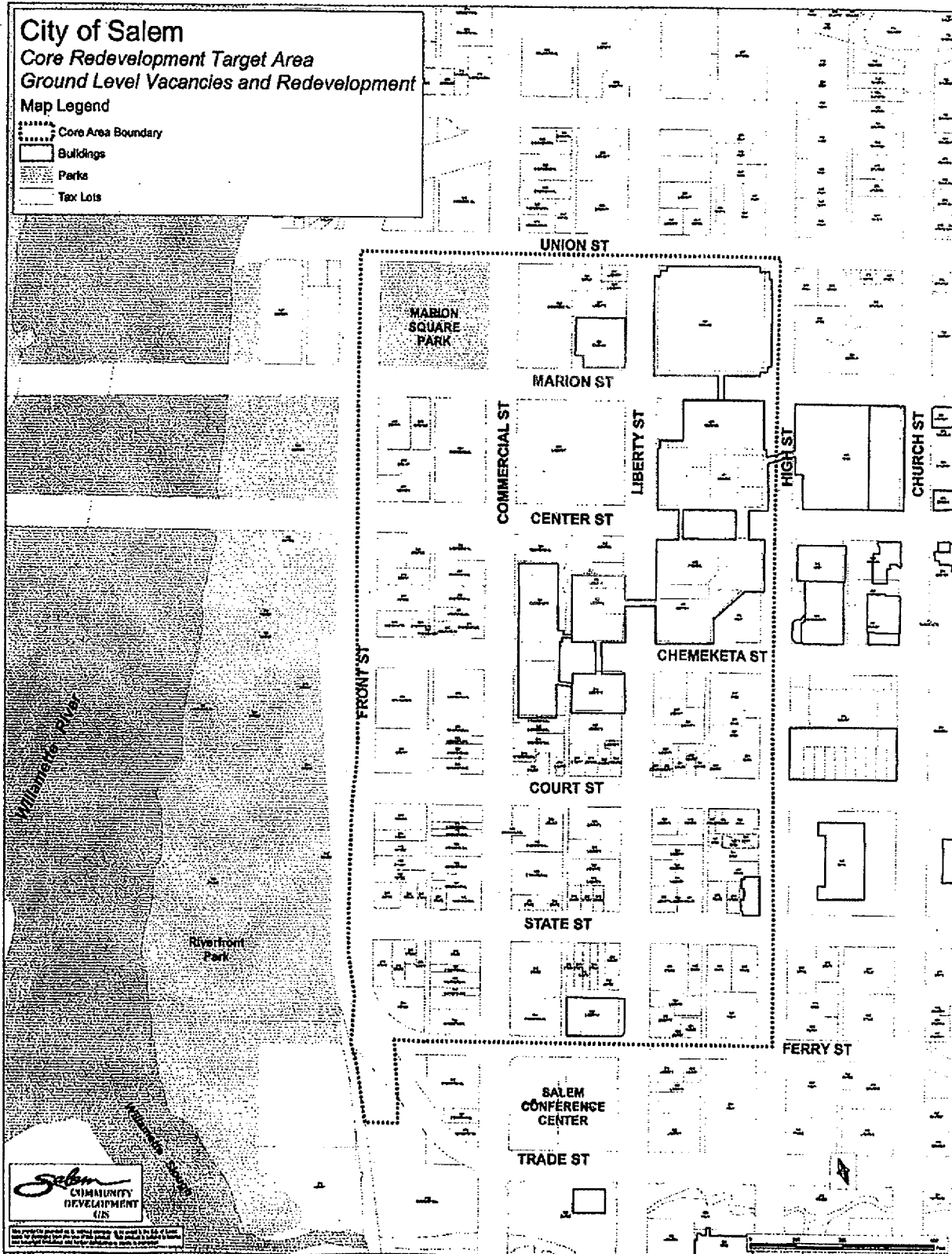


EXHIBIT FOUR GENERAL LAND USE MAP



# EXHIBIT FIVE CORE REDEVELOPMENT TARGET AREA MAP





## Recent History

- Whereas, on August 2, 2005, the Salem-Keizer School District submitted a written statement recommending the Agency (1) maintain taxing district consultation when the Agency is considering Major Amendments to the Plan; (2) continue to prepare the Report on Plan Amendments when the Agency is considering Major Amendments to the Plan; and (3) add an objective to the Plan that would address loading/unloading of school buses near residential units, safe pedestrian and bicycle routes between residences and bus load/unload areas, and safe pedestrian and bicycle routes between residences to the schools serving Area residents; and
- Whereas, on August 5, 2005, the Salem Area Mass Transit District submitted a written statement recommending the Agency (1) add an objective which would read "to optimize transit's ability to serve the area through supportive pedestrian, street, and facility design" to the Plan; (2) add "will aid traffic flow, and transit access, and minimize traffic congestion" to the last sentence in Section 903 (Transportation Improvements); and (3) add "High Priority Transportation Corridor projects and transit improvements which enhance access to the area and support the desired land use and design features will be encouraged" to the existing Main Street Development project description; and
- Whereas, on September 6, 2005, the Agency Board referred the Proposed Amendments to the Downtown Subcommittee for further deliberation, and the Subcommittee was subsequently disbanded and referred remaining items to the Downtown Advisory Board; and
- Whereas, at the September 8, 2005, CAN-DO Neighborhood Association Board meeting the CAN-DO Board recommended: (1) consultation with affected neighborhood associations be included in the Major and Minor Amendment processes; (2) a separate process be developed for property acquisition with an unwilling seller; and (3) the proposed new project and new project boundary be removed from the Proposed Amendments; and
- Whereas, at the December 1, 2005, Grant Neighborhood Association Board meeting, the Grant Board recommended by consensus: (1) consultation with affected neighborhood associations be included in the Major and Minor Amendment processes; and (2) a public hearing be required as part of Council consideration of Major Amendments; and

- **Whereas, at the December 15, 2005, Downtown Advisory Board meeting, the CAN-DO Neighborhood Association Chair presented a list of 28 property owners asking: (1) their properties be removed from the proposed project area; and (2) consultation with affected neighborhood associations be included in the Major and Minor Amendment processes; and**
- **Whereas, on January 12, 2006, the Downtown Advisory Board recommended: (1) the Acquisition Policy be approved as it pertained to willing sellers; (2) additional consideration be made regarding unwilling sellers and additional protections be added in the instances of eminent domain for the purposes of economic development; (3) the Core Area Redevelopment Project boundaries be retained; and (4) the Major and Minor Amendment processes be approved, as proposed; and**
- **Whereas, on June 5, 2006, the Urban Renewal Agency Board approved the Agency Real Property Acquisition Policy per Resolution No. 06-4 URA; and**
- **Whereas, on July 6, 2006, the Agency provided notice of the August 28, 2006, public hearing to the State of Oregon Department of Land Conservation and Development; and**
- **Whereas, on August 4, 2006, the Agency provided notice by certified mail of the August 28, 2006 public hearing to property owners potentially affected by the Plan; and**
- **Whereas, on August 4, 2006, the Agency provided notice of the August 28, 2006 public hearing to the governing body of each taxing district affected by the Plan; and**
- **Whereas, the City Council has caused notice to be published in the Statesman Journal, the newspaper having the greatest circulation in the City of Salem municipality which is published within the City of Salem, notices of the holding of a public hearing on August 28, 2006, to consider the approval of the Proposed Amendments, such notices being published on August 18, 2006 and August 25, 2006; and**
- **Whereas, on August 28, 2006, the City Council held a public hearing to review and consider the Proposed Amendment and the Report.**