

**PART 1 – TEXT**

**WEST SALEM URBAN RENEWAL PLAN**

**Edgewater/Wallace Road Corridor  
Salem, Oregon**

**Adopted By:  
Salem City Council**

**August 27, 2001**

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## **WEST SALEM REDEVELOPMENT PROGRAM**

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## **100. INTRODUCTION**

The West Salem Urban Renewal Plan is a 453 acre Urban Renewal Plan for the City of Salem, Oregon. The Urban Renewal Area is located entirely within the incorporated City of Salem and consists of a single geographic area and boundary within which a variety of activities and projects are

contemplated to eliminate blight and the causes of blight to create an environment in which the private sector may develop uses compatible with the purposes of this plan. The estimated total 2001-2002 taxable assessed value of property within the district is \$89,069,850.

The West Salem Urban Renewal Plan was approved by the City Council of the City of Salem on August 27, 2001 by Ordinance No. 51-2001.

#### A. General

The West Salem Urban Renewal Plan consists of Part One - Text and Part Two – Exhibits, and has been prepared by the Salem Urban Renewal Agency pursuant to Oregon Revised Statute (ORS) Chapter 457, the Oregon Constitution, and all applicable laws and ordinances of the State of Oregon and City of Salem respectively. All such applicable laws and ordinances are made a part of this Plan, whether expressly referred to in the text or not.

#### B. The Renewal Plan Area Boundary

The boundary of the renewal area is shown in (Map) Exhibit 1, attached to this plan. A legal description of the project boundary is included as Attachment "A" of this plan.

### **101. CITY/AGENCY RELATIONSHIP**

The Governing Body (Council) of the City of Salem on October 23, 1961, by Resolution No. 7986, declared that blighted areas exist within the City and that there is a need for an urban renewal agency to function within the City. By the same resolution No. 7986, the Salem City Council declared itself to be the Urban Renewal Agency.

The membership of Council currently serves as the members of said Urban Renewal Agency. Their terms as Agency members are concurrent with their terms as Council members. The Urban Renewal Agency, pursuant to ORS 457.035, is "...a public body corporate and politic...".

### **200. CITIZEN PARTICIPATION**

This renewal plan was developed under the guidance of the Salem City Council. In the course of formulating the plan, City staff conducted twelve public meetings and workshops with a Stakeholders Advisory Committee and the West Salem Neighborhood Association. In addition, a series of newsletters were published to provide additional information to the general public about the urban renewal plan, and meeting dates. City staff also met directly with representatives of affected taxing bodies to discuss the urban renewal plan, maximum debt, and tax impacts. All meetings and workshops were open to the public for discussion and comment.

The Salem Planning Commission met to review the Plan on June 19, 2001 and July 3, 2001. The Salem City Council held a public hearing on adoption of this Plan on July 9, 2001. An additional notice on City Council adoption of the Plan was provided, as required by ORS 457.120.

### **300. MISSION STATEMENT**

The mission of the Urban Renewal Agency is to eliminate blight and depreciating property values within the West Salem Urban Renewal Area, and in the process attract aesthetically pleasing, job producing private investments and public improvements that will improve and stabilize property

values within the Renewal Area.

### **301. Objectives**

To accomplish its mission the Agency will develop and implement an urban renewal program known as the West Salem Urban Renewal Plan, the objectives of which are:

#### **A. Eliminate Blighted Conditions**

Goal: To resolve the problems created by existing blighted conditions so unused and underused properties can be placed in more productive condition and utilized, at or nearer to, their highest and best use.

Objectives:

1. Leverage resources to acquire property and provide incentives for redevelopment to remove blighting influences within the urban renewal area.

#### **B. Promote Private Development**

Goal: To promote private development, redevelopment, and rehabilitation within the urban renewal area to help create jobs, tax revenues, and self-sustaining, vital, and vibrant commercial districts.

Objectives:

1. Enhance the environment for private development and investment within the Renewal Area through public improvements to streets, streetscapes, parks, and public buildings and spaces.
2. Assist property owners to rehabilitate and redevelop buildings and land to more productive uses.
3. Encourage the expansion and development of businesses that will produce living wage jobs for the people of Salem.

#### **C. Rehabilitate Building Stock**

Goal: To upgrade the stock of existing structures in the renewal area.

Objectives:

1. Improve the appearance of existing buildings in order to enhance the overall aesthetics of the renewal area.
2. Help in improving the safety of older buildings in regard to seismic stability, fire safety, building code compliance and accessibility to persons with disabilities.
3. Redevelop buildings and areas that are inconsistent with the goals and objectives of this plan.
4. Conserve historically significant places and properties.

#### **D. Improvements to Streets, Streetscapes, and Open Spaces**

Goal: To improve existing streets and construct new street links to improve connectivity within the area, and to adjacent areas, and to improve and enhance public open spaces within the area.

Objectives:

1. Enhance streetscapes by installing street lighting, street furniture, banners, planters and other amenities.
2. Reconstruct existing roadways and sidewalks, where needed, in a manner meeting the objectives of this Plan.
3. Construct new streets to provide pedestrian and automobile connectivity and encourage private investment.
4. Address and improve pedestrian safety throughout the renewal area.
5. Improve pedestrian and bicycle access to and through the renewal area.
6. Create pedestrian spaces that are attractive areas for residents and employees to stimulate

economic activity and enhance livability.

E. Utility Improvements

Goal: Improve and repair public utilities to allow efficient development of the area.

Objectives:

1. Construct or reconstruct utilities (including water, sewer, and storm sewer) as necessary to encourage and permit development of private properties and public amenities.

F. Parking

Goal: Develop convenient, attractive parking facilities close to shopping, workplace, and business destinations.

Objectives:

1. Construct public parking to support businesses and activities in the renewal area.

G. Public Facilities

Goal: Maintain, remodel, and construct public parks, open spaces and public facilities to maintain and enhance safety in the renewal area and to increase public utilization of the renewal area.

Objectives:

1. Ensure that public safety facilities, within the renewal area, are adequate to support and protect existing and proposed development in the renewal area.
2. Evaluate the adequacy of other public facilities serving the renewal area.

H. Housing

Goal: Provide for new housing units, in livable mixed-income neighborhoods, that collectively reflect a diversity of housing types, occupancy (rental and owner-occupied) and income levels in the City.

Objectives:

1. Provide a wide range of housing opportunities to accommodate households at all income levels, including low and moderate-income, market-rate rental and owner-occupied housing, which support prospective residential markets in, adjacent to, and near the Area.
2. Provide assistance to help maintain, and assist in, the rehabilitation of the stock of existing housing units in the renewal area.
3. Assist in the development of quality housing for a range of household incomes that are representative of the City as a whole.
4. Leverage other resources including the Community Development Block Grant Program and HOME Investment Partnership Program.

I. Environmentally Sensitive Development, Protection and Restoration of Environmental Resources

Goal: Urban Renewal Activities undertaken by the Renewal Agency shall provide for protection of identified environmental resources to improve flood plain and watershed function to the district and ensure that projects funded through the Urban Renewal program are developed in an environmentally sensitive manner.

Objectives:

1. Urban renewal activities, funded through the renewal program, shall be coordinated with the City's Natural Resources Section to identify measure to protect sensitive environmental resources within the district.
2. Urban Renewal Activities, funded through the renewal program, shall take advantage of opportunities to enhance flood plain function through protection and restoration activities consistent with adopted City policies.
3. Review early action items of the adopted Stormwater Master Plan (2000)
4. Projects shall meet or exceed stormwater management program and Greenway Development Standards.

**400. RELATIONSHIP TO LOCAL OBJECTIVES**

The purpose of this Renewal Plan is to eliminate blighting influences found in the Renewal Area, to implement goals and objectives of the Salem Area Comprehensive Plan and to implement development strategies and objectives for the West Salem Urban Renewal Area. The West Salem Urban Renewal Plan relates to the following local goals and objectives:

**401. Salem Area Comprehensive Plan**

ORS 457.085 requires that an Urban Renewal Plan relate to definite local objectives. The Salem Area Comprehensive Plan identifies a wide range of goals and policies relating to land uses, traffic, transportation, public utilities, recreation and community facilities, economic development, housing and environmental protection. Further, within the Renewal Area, this Plan is intended to improve land uses, traffic flow, off-street parking, pedestrian and other visual amenities, the water, sewer and storm drain systems, other public improvements and to encourage existing businesses to expand and new businesses to develop.

This Plan has been prepared in conformity with the City's adopted Comprehensive Plan including its goals, policies, procedures and implementing provisions. The following Salem Area Comprehensive Plan Goals apply to the Urban Renewal Plan:

**B. General Development**

Goal: To insure that future decisions concerning the use of land within the Salem urban area are consistent with State Land Use Goals.

Policy 3. Economic growth which improves and strengthens the economic base of the Salem urban area should be encouraged.

Policy 4. Structures and their siting in all residential, commercial, and industrial developments shall optimize the use of land. The cumulative effect of all new residential development in the Salem urban area should average 6.5 dwelling units per gross acre of residential development. Development should

minimize adverse alteration of the natural terrain and watercourses, the potential for erosion and adverse effects upon the existing topography and soil conditions.

### **C. Urban Growth Policies**

Policy 4. Development of land with existing urban services shall be encouraged before the conversion of urbanizable lands to urban uses.

### **D. Growth Management**

Goal: To manage growth in the Salem urban area through cooperative efforts of the City of Salem and Marion and Polk Counties, to insure the quality of life of present and future residents of the area, and to contain urban development and to preserve adjacent farms lands by:

- a. Establishing and periodically reviewing an urban growth boundary to identify and separate urbanizable land from rural land while insuring sufficient amounts of urbanizable land to accommodate population needs.
- b. Planning and developing a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban development.

Policy 6. New developments shall make maximum use of available land areas with minimal environmental disturbance and be located and designed to minimize such public costs as extension of sewer and water services, schools, parks, and transportation facilities.

Policy 9. New development shall be encouraged to locate in areas where facilities are already available and in areas which require the least public costs to provide needed facilities and services.

### **E. Residential Development**

Goal: To promote a variety of housing opportunities for all income levels and an adequate supply of developable land to support such housing. In meeting this goal, residential development shall:

- a. Encourage the efficient use of developable residential land;
- b. Provide housing opportunities for Salem's diverse population; and
- c. Encourage residential development that maximizes investment in public services.

Policy 1. The location and density of residential uses shall be determined after consideration of the following factors:

- a. The type and distribution of housing units required to meet expected population growth within the Salem urban growth boundary.
- b. The capacity of land resources given slope, elevation, wetlands, flood plains, geologic hazards and soil characteristics.
- c. The capacity of public facilities, utilities and services. Public facilities, utilities and services include, but are not limited to municipal services such as water, sanitary and storm sewer, fire, police protection and transportation facilities.
- d. Proximity to services. Such services include, but are not limited to, shopping, employment and entertainment opportunities, parks, religious institutions, schools and municipal services. Relative proximity shall be determined by distance, access, and ability to provide services to the site.
- e. The character of existing neighborhoods based on height, bulk and scale of existing and

proposed development in the neighborhood.

- f. Policies contained in facility plans, urban renewal plans, residential infill studies and neighborhood and specific development plans.
- g. The density goal of General Development Policy 7.

Policy 3. City codes and ordinances shall encourage the development of passed-over or underutilized land to promote the efficient use of residential land and encourage the stability of neighborhoods.

Policy 4. Rehabilitation and maintenance of housing in existing neighborhoods shall be encouraged to preserve the housing stock and increase the availability of safe and sanitary living units.

Policy 5. Subsidized housing shall be provided at a variety of locations within the urban area.

Policy 7. Residential neighborhoods shall be served by a transportation system that provides access for pedestrians, bicycles, and vehicles while recognizing the neighborhood's physical constraints and transportation service needs:

- a. The transportation system shall promote all modes of transportation and dispersal rather than concentration of through traffic;
- b. Through traffic shall be addressed by siting street improvements and road networks that serve new development so that short trips can be made without driving; and
- c. The transportation system shall provide for a network of streets fitted to the terrain with due consideration for safety, drainage, views and vegetation.

Policy 9. Residential Development Patterns.

Subdivision and zoning regulations shall provide opportunities for increased housing densities, alternative housing patterns, and reduced development costs. Development regulations shall promote residential development patterns that encourage:

- a. The use of all modes of transportation;
- b. Reduction in vehicle miles traveled and length of auto trips; and
- c. Efficiency in providing public services.

## **F. Commercial Development**

Goal: To maintain and promote the Salem urban area as a commercial center for the Marion-Polk County metropolitan area.

Policy 3. Redevelopment of existing and shopping and service facilities should be encouraged where appropriate.

Policy 4. Community shopping and service facilities shall be located adjacent to major arterials and shall provide adequate parking and service areas. Land use regulations shall include provisions for siting and development which discourage major customer traffic from outside the immediate neighborhoods from filtering through residential streets.

Policy 5. Unless the existing development pattern along arterials and collectors commits an area to strip development, new commercial development shall be clustered and located to provide convenience goods and services for neighborhood residents or a wide variety of goods and services for a market area of several neighborhoods.



Policy 6. Commercial office uses shall have convenient access to collector and arterial streets.

Policy 7. Mixed-use developments shall be provided for in land use regulations.

### **G. Economic Development**

Goal: Strengthen the economic base of the Salem area to sustain the economic growth necessary to provide adequate employment opportunities and maintain community livability.

Policy 1. Diversify the basic economic sector of the Salem urban area through:

- a. Expansion of existing industrial enterprises and location of new, clean industries.
- b. Expansion of the light manufacturing element.

### **H. Industrial Development**

Goal: To encourage and promote industrial development which strengthens the economic base of the community and minimizes air and water pollution

Policy 12. Land development regulations should provide for a variety of industrial development opportunities.

### **I. Transportation**

Goal: To provide a balanced, multi-modal transportation system for the Salem Urban Area that supports the safe and efficient movement of goods and people.

Policy 4. The transportation system for the Salem Urban Area shall consist of an integrated network of facilities and services for a variety of motorized and nonmotorized travel modes.

Policy 5. The vehicle, transit, bicycle, and pedestrian circulation systems shall be designed to connect major population and employment centers in the Salem Urban Area, as well as provide access to local neighborhood residential, shopping, schools, and other activity centers.

Policy 6. The provision of transportation facilities and services shall reflect and support land use designations and development patterns as identified in the Salem Area Comprehensive Plan. The design and implementation of transportation facilities and services shall be based on serving current and future travel demand, residential densities, retail and employment centers.

Policy 11. Local governments within the Salem Urban Area shall develop multimodal plans, services, and programs that decrease reliance on the SOV as the dominant means of travel.

Policy 12. The implementation of transportation system and demand management measures, enhanced transit service, and provision for bicycle and pedestrian facilities shall be pursued as a first choice for accommodating travel demand and relieving congestion in a travel corridor, before widening projects are constructed.

Policy 17. Supportive of the mobility needs of businesses and industries, the transportation system shall consist of the infrastructure necessary for the safe and efficient movement of goods, services, and people throughout the Salem Urban Area. The Salem Transportation System Plan shall include consideration of the area's rail, aviation, inland marine, pipeline, and truck movement network. The plan shall include ways to facilitate the inter-modal transfer of freight in the area.

Policy 19. Transportation facilities shall be designed and constructed to minimize noise; energy consumption; neighborhood disruption; economic losses to the private or public economy, and social, environmental, and institutional disruptions; and to encourage the use of public transit, bikeways, and walkways.

## **J. Open Space, Parks and Recreation**

Goal: To provide for the recreation needs of the Salem urban area through the acquisition and development of adequate parks and recreation facilities.

Policy 1. Public parks shall be acquired and developed as recommended by the Comprehensive Park System Master Plan. Early acquisition of park sites shall be considered in anticipation of future needs and to minimize land costs as described in the Urban Growth Management Program.

Policy 2. Priority shall be given to acquiring and developing neighborhood, community, and large urban parks. Exceptions will occur in isolated sub-neighborhood units where removing access barriers or providing pedestrian/bicycle linkages to existing parks will be given first priority in satisfying any given service area's recreational needs.

Policy 4. Private and public sectors should look for opportunities to meet park facility needs through cooperative agreements. The City shall provide the foundation for private programs or facilities, volunteers, and other appropriate methods to supplement and extend the City's resources in developing and maintaining the park system.

Policy 5. The preservation and connection of identified natural open space areas shall be protected through public acquisition and/or land use regulation.

Policy 7. The development of uses relating to the Willamette River and area streams for recreation and scenic enjoyment should be encouraged.

## **M. Scenic and Historic Areas, Natural Resources and Hazards**

Goal: To conserve open space, protect natural, historic, cultural and scenic resources, and to protect life and property from natural disasters and hazards.

Policy 3. Identified areas of significant architectural, archeological, natural, ecological, historic or scenic value, which have been so designated and approved by the appropriate governing body, shall be protected for future generations. Where no conflicting uses have been identified, such resources shall be managed to preserve their original character. When conflicting uses are identified, resources shall be protected by acquisition or by plans which limit the intensity of development and promote conservation of these resources.

Policy 6. Identified significant wildlife habitats shall be protected and managed in accordance with State wildlife management practices. The importance of riparian vegetation as wildlife habitat shall be considered during the development review process.

Policy 10. The historic, cultural and architectural character of structures identified in the National Register of Historic Places and structures designated as historic buildings pursuant to Salem Revised Code Chapter 56 shall be preserved. Preservation is achieved by limiting those uses that conflict with the historic resource, identified to be building alteration and demolition. SRC Chapter 56, the

implementing ordinance, provides the process for alteration/demolition review and limitation, as well as the procedure for making additional designations.

#### **N. Willamette River Greenway**

Goal: To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River.

Policy 5. Development and redevelopment within the Greenway Boundary should include provisions for public access to and along the river.

Policy 6. Existing parks within the Greenway Boundary shall be preserved and maintained. Additional sites for recreation and scenic views and access to the Willamette River should be acquired.

Policy 7. New development and changes of land uses which are compatible with the Greenway concept as defined in the State Land Use Goal may be permitted along the Willamette River.

Policy 12. Visual access and a sense of openness should be provided by maximizing the open space between buildings and the river.

Policy 13. Within Salem, the transition of the waterfront areas designated Commercial, Commercial Industrial or Industrial use to a mixture of commercial, office and high-density residential uses shall be encouraged.

### **402. Consistency With Other Adopted Plans**

#### **Edgewater District Study**

- The West Salem Urban Renewal Plan will assist in the implementation of project activity recommendations from the 1997 Edgewater District Study.

#### **Wallace Road Local Access and Circulation Study**

- The West Salem Urban Renewal Plan will assist in the implementation of project activity recommendations from the Wallace Road Local Access and Circulation Study.

### **500. PROPOSED LAND USES**

#### **501. Land Use Plan**

Exhibit 2, the "Zoning Map" describes the locations of the principal land use classifications that are applicable to the Renewal Area. The land use plan for the Renewal Area is consistent with the Salem Comprehensive Plan.

The Land Use Plan consists of the zoning map (Exhibit 2), descriptive material and regulatory provisions contained in this Section (both those directly stated and those included by reference). This Plan shall be in accordance with the approved Salem Area Comprehensive Plan and Zoning Map. The use and development of land in the Renewal Area shall be in accordance with the regulations prescribed in the Comprehensive Plan, Zoning Ordinance, Subdivision Ordinance, City Charter, or any other applicable local, county, state or federal law regulating the use of property in the Urban Renewal Area.

Exhibit 2, the "Land Use and Zoning Map", describes the locations of the principal land use and zoning classifications that are applicable to the Renewal Area. Comprehensive Plan designations and Zoning Districts are the same in the Salem Area Comprehensive Plan.

The Salem Area Comprehensive Plan designations applying to the Renewal Area are:

1. Single Family Residential – a use pattern that is or would be predominately single family residential
2. Multi-Family Residential – a use pattern that is or would be characterized by a mixture of housing types.
3. Commercial – predominant use is commercial. However, some multi-family residential and industrial uses may be included where appropriate.
4. Industrial-Commercial – characterized by a mixture of heavy commercial, light manufacturing and warehouse activities.
5. Industrial – indicates the location of industrial uses which may place heavy demands on public facilities or cause significant impacts on the environment.
6. Community Services – this designation includes sites and facilities for uses such as health and medicine, religion, education, culture, government, including cemeteries, airports, and waste disposal.
7. Willamette River Greenway – This designation defines those areas adjacent to the Willamette River that are included in the State and local Greenway Plans and which are subject to the Greenway policies.

The Zoning districts applying to the Renewal Area are:

1. Residential Single Family (RS)
2. Compact Development (CD)
3. Multiple Family Residential (RM2)
4. Commercial Office (CO)
5. Retail Commercial (CR)
6. General Commercial (CG)
7. Industrial Commercial (IC)
8. General Industrial (IG)
9. Industrial Park (IP)
10. Public Use (P)

## **502. Plan and Design Review**

The Urban Renewal Agency of the City of Salem shall be notified of any Comprehensive Plan/Zoning amendment application, building permit, conditional use or other development permits requested within the Area. Redevelopers, as defined in this Plan, shall comply with the Redevelopers Obligations, Section 900 of this Plan.

## **600. OUTLINE OF DEVELOPMENT**

The Urban Renewal Project consists of activities and actions which treat the causes of blight and deterioration in the West Salem Urban Renewal Area. Project activities to treat these conditions include:

- a. Assist in the improvement and construction of streets, curbs, sidewalks, and alleyways to encourage and serve new development in the project area;
- b. Provision of signalization, crosswalk, and other improvements to enhance pedestrian safety;
- c. Assist in the upgrading and development of basic water, storm, and sanitary sewer infrastructure to accommodate new development in the Renewal Area;
- d. Participation in activities to improve the visual appearance of the renewal area, and provide a safer, more attractive pedestrian environment, including:
  - Streetscaping and landscaping;
  - Public parks and open space; and
  - Undergrounding of utilities;
- e. Authorization to construct public parking facilities;
- f. Assist with rehabilitation and renovation of properties in the renewal Area;
- g. Provision of financial and technical assistance to public or private redevelopers;
- h. Acquisition and disposal of land for public improvements, rights-of-way, utility improvements, and private development consistent with the goals and objectives of the Urban Renewal Plan; and
- i. Administration of the Renewal Agency and Renewal Plan.

Section 700 provides further description of each urban renewal project to be undertaken within the West Salem Urban Renewal Area.

#### **700. DESCRIPTION OF PROJECTS TO BE UNDERTAKEN**

In order to achieve the objectives of this Plan, the following activities will be undertaken on behalf of the City by the Urban Renewal Agency in accordance with applicable federal, state, county, and city laws, policies, and procedures. The Urban Renewal Agency may fund these activities in full, in part, or seek other sources of funding for them. The description of projects herein provides general authority to undertake these activities. These project activities may be modified, or expanded upon as needed to meet renewal plan objectives. Changes will be undertaken in accordance with procedures for amendments to this Plan.

#### **701. Public Improvements**

Public improvements include the construction, repair, or replacement of sidewalks, streets, parking, parks and open spaces, pedestrian amenities, water, sanitary sewer and storm sewer facilities and other public facilities necessary to carry out the goals and objectives of this plan.

#### **702. Public Parks and Open Spaces**

The Renewal Agency may participate in funding the design, acquisition, construction or rehabilitation of public spaces, or parks or public facilities within the urban renewal area. Projects to be undertaken include:

- A pedestrian plaza along Edgewater Drive;
- Construction of new parks within the renewal area;
- Improved lighting and enhancements for neighborhood parks;

- Improved lighting and enhancements for the Willamette Greenway;
- Expansion of the Greenway along Edgewater Street; and
- Assist in relocation of T-Ball field

### **703. Street, Curb, and Sidewalk Improvements**

Improvements within the renewal area will require the construction of new street, curb, and sidewalks within the project area. The Renewal Agency may participate in funding sidewalk and roadway improvements including design, redesign, construction, resurfacing, repair and acquisition of right-of-way for curbs, streets, and sidewalks, and pedestrian and bicycle paths. Projects to be undertaken include:

- Assist in construction of new local streets east and west of Wallace Road in support of Wallace Road Local Access and Circulation Study recommendations;
- Reconstruction of Second Street west of Wallace Road for pedestrian and bicycle connectivity to the railroad bridge;
- Signalization and intersection improvements to Wallace Road/Edgewater Road/Highway 22 intersection;
- Assist improvements at Edgewater Street/Second Street/Rosemont Ave. intersection;
- Signalization and intersection improvements to Edgewater Street/Eola/Highway 22 Intersection;
- Assist local street improvements identified in Salem Capital Improvements Program (CIP); and
- Improvements to local alleyway system.

### **704. Water, Storm and Sanitary Sewers**

The development proposed for the renewal area will require the replacement and construction of water, storm and sanitary sewer facilities. These improvements include:

- Sanitary sewer upgrades & replacements identified in Salem Capital Improvements Program;
- Water system upgrades & replacements identified in Salem Capital Improvements Program; and
- Storm water system upgrades & replacements identified in Salem Capital Improvements Program.

### **705. Streetscape Projects**

This activity will enable the Renewal Agency to participate in activities improving the visual appearance of the project area. To carry out these objectives, the Renewal Agency will undertake a variety of improvements to the appearance of key locations within the urban renewal area. These improvements may include:

- Streetscape improvements, including accent paving, lighting, street trees, furnishings, curb at intersections. Anticipated streetscape improvements include:
  - Edgewater Street reconstruction from Wallace to Rosemont;
  - Second Street reconstruction from Patterson to Rosemont; and
  - Enhanced improvements along Wallace Road.
- Street tree replacement program;
- Sidewalk repair program;
- Gateway monuments and landscape features;
- Undergrounding of utilities along Edgewater Street;
- Billboard phase out program; and
- Assist in creating a visual and sound buffer between the Willamette Greenway and Highway 22.

### **706. Pedestrian, Bike, and Transit Improvements**

These activities will include pedestrian, bicycle and transit connections between the renewal project area and Salem's downtown core and residential areas. Activities may include bicycle parking and storage, transit stops, transit pullouts, and other related activities which will promote pedestrian, bicycle, and public transportation uses in the renewal area. These improvements include:

- Improve pedestrian linkage along the railroad tracks between Murlark and Wallace Road;
- Assist in the Union Street Railroad Bridge Conversion Project to ensure neighborhood connections and pedestrian and bicycle improvements and future transit enhancements within the Renewal Area;
- Construct pedestrian connections to the River from the Edgewater Street Area; and
- Improve and enhance intermodal connectivity within the Renewal Area, and construct transit centers, park and ride lots and bus shelters as part of redevelopment projects undertaken by the Salem Urban Renewal Agency.

#### **707. Public Parking Facilities**

It is anticipated that development in the area will create demand for additional public parking within the renewal area. Accordingly, the Agency is authorized to participate in funding the acquisition and construction of new public parking facilities within the renewal area. The location and type of facilities will be decided by further study. These improvements include:

- Provide additional parking in the Edgewater/Second corridor; and
- Assist in developing a parking management program for joint-use parking facilities.

#### **708. Other Public Facilities**

To further redevelopment of the area, and renewal project objectives, the Agency may participate in development of public facilities including police and fire facilities, libraries, recreation centers, conference facilities, and community centers. Projects may include joint funding, construction, and uses with other governmental agencies. The extent of the Agency's participation in funding such facilities will be based upon an Agency finding on the benefit of that project to the renewal area, and the importance of the project in carrying out Plan objectives.

#### **709. Preservation and Rehabilitation**

This activity will enable the Renewal Agency to help improve the condition and appearance of buildings in the project area, and encourage infill and reuse in the project area. The Renewal Agency may participate, through loans, grants, or both, in maintaining and improving exterior and interior conditions of residential and commercial buildings in the renewal area.

#### **710. Development and Redevelopment**

The Renewal Agency also is authorized to provide loans, or other forms of financial assistance to property owners wishing to develop or redevelop land or buildings within the renewal area, or to persons desiring to acquire or lease buildings or land from the Agency. The Agency may make this assistance available, as it deems necessary, to achieve the objectives of this Plan. Projects receiving Agency assistance may include, but are not limited to:

- Preservation of the Old City Hall Building; and
- Redevelopment of the Old West Salem Elementary School

### **711. Property Acquisition and Disposition**

In order to carry out the objectives of this Plan, the Renewal Agency is authorized to acquire land or buildings for public and private development purposes. The procedures for acquiring and disposing of property are described in Sections 800 and 900 of this Plan.

### **712. Below-Market Interest Rate Loans and Incentives**

The Agency, with funds available to it, may promulgate rules, guidelines and eligibility requirements for the purpose of establishing below-market or market rate loan programs, or other financial incentives to advance the goals and objectives of the West Salem Urban Renewal Plan. Loans or incentives may be made available to eligible property owners within the Urban Renewal Area, as determined by the Agency. Loans or incentives provided by the Agency may be used for voluntary rehabilitation of buildings, façade improvements, provision of amenities on private property in compliance with adopted design guidelines and standards, construction of new buildings, pre-development assistance, connecting to Agency-provided underground electrical and communication systems, or other activities approved by the Agency. Provided further, the Agency may provide financial assistance for the purpose of providing housing for low/moderate income households.

Eligible property owners within the Urban Renewal Area using loans or incentives made available by the Agency shall undertake activities consistent with all applicable provisions of this Renewal Plan as well as applicable codes, ordinances, policies, plans and procedures of the City of Salem.

At the termination of this Urban Renewal Plan, any outstanding loan payments due to the Agency shall be paid into a fund established by the City Council to be available at the City Council's discretion, to be recycled for the purpose of issuing additional financial assistance for the purposes stated above.

### **713. Plan Administration**

It is the intent of this Renewal Plan to provide for effective administration, and to establish a framework for the various activities contained in this document. Tax increment funds may be utilized to pay indebtedness associated with preparation of the urban renewal plan, to carry out design plans, miscellaneous land use and public facility studies, engineering, market, and other technical studies as may be needed during the course of the urban renewal plan. Technical studies may include technical assistance in cleanup of environmental hazards. Project funds may be utilized to pay for marketing materials and programs to assist in carrying out the objectives of the redevelopment plan. Project funds also may be used to pay for personnel and other administrative costs incurred in management of the renewal plan.

## **800. PROPERTY ACQUISITION**

Acquisition of real property may be necessary to carry out the objectives of this Plan. Property acquisition, including limited interest acquisition, is hereby made a part of this Plan and may be used to achieve the objectives of this Plan. Property for public or private preservation, rehabilitation, development, or redevelopment may be acquired by gift, eminent domain or any other lawful method for the purpose of the redevelopment.

### **801. Procedure**

The Renewal Agency will acquire property only after the Plan has been amended to include the property to be acquired. All Plan amendments for purposes of property acquisition will follow the



procedure in Section 1003(2) of this plan.

### **802. Authorized Purposes**

The Renewal Agency may acquire property for the following purposes:

1. Assembling land for development by the public or private sector;
2. Where conditions exist that may affect the health, safety and welfare of the Area and it is determined that acquisition of such properties and demolition of the improvements thereon are necessary to remove substandard and blighting conditions;
3. Acquisition for any purpose that requires use of powers of eminent domain;
4. Where it is determined that property is needed to provide public improvements and facilities for right-of-way acquisition for streets, alleys and pedestrian ways; right-of-way and easement acquisition for water, sewer and other utilities; and property acquisition for public use, or for public buildings and facilities; and
5. Where the owner of real property, within the boundaries of the Area, wishes to convey title of such property by any means, including by gift.

### **803. Properties to Be Acquired**

In order to accomplish the objectives of this Plan, the Agency may acquire certain real property. Such property, which may be acquired, includes:

1. Old West Salem Elementary School Site: 073W21DC 6600;
2. Railroad Right-of-Way (Second Street/Rosemont to Gerth): 073W28AB 7100;
3. Second Street (Patterson to McNary): 073W21DC 4200, 4202, 4300, 4400;
4. Gateway Area: 073W21DD 100, 500, 600, 700, 800, 900, 1001, 1100, 1300, 1400, 1500, 1600, 1700, 1800, 1900, 2000, 2001, 2300, 2500, 2600, 2700, 2800, 2900, 3000;
5. Moyer Lane/Veall Lane Area: 073W22CB 200, 300, 400, 401, 500, 501, 600, 700, 800, 900, 1000, 1100, 1800, 1901, 2000, 2001, 2100;
6. GNB Batteries Site: 073W21DA 1100; and
7. Patterson Street Corridor: 073W21DC 100, 1300, 1400, 1600, 1700, 2000, 2101, 2102, 2200, 2300, 2400, 4000, 4200, 4202, 4300, 4400, 4800, 4900, 5000

If future plan amendments add to the list of property to be acquired, a map exhibit shall be prepared showing the properties to be acquired and such property will be added to the list of potential acquisitions. The properties to be acquired will be shown in this section of the Plan. The map exhibit shall be appropriately numbered and shall be included in Part Two as an official part of this Urban Renewal Plan.

## **900. PROPERTY DISPOSITION AND REDEVELOPER'S OBLIGATIONS**

### **901. Property Disposition and Redevelopment**

The Renewal Agency is authorized to dispose of acquired property by sale, lease, exchange, or other appropriate means for redevelopment for uses and purposes specified in this Plan. Properties shall be subject to disposition by sale, lease or dedication for the following purposes:

1. Road, street, pedestrian, bikeway, and utility projects, and other right-of-way improvements listed in Section 700 of this plan;
2. Construction of public facilities in Section 700 of this plan; and
3. Redevelopment by private redevelopers for purposes consistent with the uses and objectives of this plan. Such disposition will be in accordance with the terms of a Disposition and Development Agreement between the Developer and the Renewal Agency, and with the

Redeveloper's obligations in Section 902 of this plan.  
The Renewal Agency may dispose of any land it has acquired at fair reuse value, and to define the fair reuse value of any land.

## **902. Redevelopers Obligations**

Redevelopers, within the Urban Renewal Area, will be subject to controls and obligations imposed by the provisions of this Plan. Redevelopers also will be obligated by the following requirements:

1. The Redeveloper shall develop or redevelop property in accordance with the land-use provisions and other requirements specified in this Plan;
2. The Renewal Agency may require the redeveloper to execute a development agreement acceptable to the Renewal Agency as a condition of any form of assistance by the Renewal Agency. The Redeveloper shall accept all conditions and agreements as may be required by the Renewal Agency;
3. The Redeveloper shall submit all plans and specifications for construction of improvements on the land to the Renewal Agency or its designated agent, for review and approval prior to distribution to reviewing bodies as required by the City;
4. The Redeveloper shall commence and complete the development of such property for the use provided in this Plan within a reasonable time as determined by the Agency; and
5. The Redeveloper shall not effect any instrument whereby the sale, lease, or occupancy of the real property, or any part thereof, is restricted upon the basis of age, race, color, religion, sex, marital status, or national origin.

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

It is anticipated that this Renewal Plan will be reviewed periodically during the execution of the Project. The plan may be changed, modified, or amended as future conditions warrant. Types of Plan amendments are:

### **1001. Substantial Amendments**

Substantial amendments consist of amendments to the plan that require the same notice, hearing and approval procedures required of the original plan under ORS 457.095 and provided in ORS 457.220 including:

1. Adding land to the urban renewal area, except for an addition of land that totals not more than one percent of the existing area of the urban renewal area; and
2. Increasing the maximum amount of indebtedness that can be issued or incurred under the plan.

### **1002. Major Amendments (Not Requiring Special Notice per ORS457.120)**

Amendments to the Plan defined in this section shall require approval by Council acting as the Salem Urban Renewal Agency per ORS 457.095. Such amendments are defined as:

1. The addition of goals or objectives or projects to the urban renewal plan or amendments to the plan not classified as substantial or minor amendments.

### **1003. Minor Amendments**

Minor amendments may be approved by the Council acting as the Salem Urban Renewal Agency in resolution form. Minor amendments will be reviewed by the designated renewal advisory board, the affected neighborhood association, and the City Planning Commission, and must be approved by the City Council. Such amendments are defined as:

1. Amendments to clarify language, add graphic exhibits, make minor modifications in the scope or

- location of improvements authorized by this Plan, or other such modifications which do not change the basic planning or engineering principles of the Plan;
2. Acquisition of property for purposes specified in Section 802 of this plan; and
  3. Increases in the urban renewal area boundary not in cumulative excess of 1%.

#### **1100. MAXIMUM INDEBTEDNESS**

The Maximum Indebtedness authorized under this plan is Thirty-One Million Dollars (\$31,000,000).

#### **1200. FINANCING METHODS**

##### **1201. General**

The Urban Renewal Agency may borrow money and accept advances, loans, grants and other forms of financial assistance from the federal government, the state, city, county or other public body, or from any sources, public or private for the purposes of undertaking and carrying out urban renewal projects. If such funds are loaned, the Agency may promulgate rules and procedures for the methods and conditions of payment of such loans and may otherwise obtain financing and issue indebtedness as authorized by law.

##### **1202. Tax Increment Financing**

It is contemplated that the renewal project will be financed in whole or in part by tax increment financing, as authorized in ORS 457.420 through ORS 457.450. The ad valorem taxes, if any, levied by the taxing district in which all or a portion of an urban renewal area is located, shall be divided as provided in section 1c, Article IX of the Oregon Constitution, and Oregon Revised Statutes (ORS) 457.420 to 457.460.

##### **1203. Prior Indebtedness**

Any indebtedness permitted by law and incurred by the Urban Renewal Agency or the City in connection with preplanning for this Urban Renewal Plan shall be repaid from tax increment proceeds generated pursuant to this section.

#### **1300. RELOCATION ACTIVITIES**

If in the implementation of this Plan, persons or businesses should be displaced by action of the Agency, the Agency shall provide assistance to such persons or businesses to be displaced. Such displacees will be contacted to determine their individual relocation needs. They will be provided information on available space and will be given assistance in moving. All relocation activities will be undertaken and payments made, in accordance with the requirements of ORS 281.045-281.105 and any other applicable laws or regulations.

Relocation payments will be undertaken and payment made as provided in ORS 281.060. Payments made to persons displaced from dwellings will assure that they will have available to them decent, safe, and sanitary dwellings at costs or rents within their financial reach. Payment for moving expense will be made to residences and businesses displaced.

The City has adopted Relocation Guidelines. Such guidelines are available to interested parties at the Agency's office and will set forth the relocation program and procedures, including eligibility for and amounts of relocation payments, services available and other relevant matters.

#### **1400. DEFINITIONS**

The following definitions will govern the construction of this Plan unless the context otherwise requires:

"Agency", "Renewal Agency" or "Urban Renewal Agency" means the Urban Renewal Agency of the City of Salem, Oregon.

"Area" means the area included within the boundaries of the West Salem Urban Renewal Area. "City" means the City of Salem, Oregon.

"City Council" means the City Council of the City of Salem, Oregon.

"Comprehensive Plan" means the City's Comprehensive Land Use Plan and its implementing Ordinances, policies and development standards.

"County" means the County of Polk, State of Oregon.

"Displaced" person or business means any person or business who is required to relocate as a result of action by the Urban Renewal Agency to vacate a property for public use or purpose.

"Disposition and Development Agreement" means an agreement between the Urban Renewal Agency and a private developer which sets forth the terms and conditions under which will govern the disposition of land to a private developer.

"Exhibit" means an attachment, either narrative or map, to the Urban Renewal Plan for the West Salem Urban Renewal Area, Part Two - Exhibits.

"ORS" means Oregon Revised Statute (State Law) and specifically Chapter 457 thereof.

"Plan" means the Urban Renewal Plan for the West Salem Urban Renewal Area, Parts One and Two.

"Planning Commission" means the Planning Commission of the City of Salem, Oregon.

"Project, Activity or Project Activity" means any undertaking or activity within the Renewal Area, such as a public improvement, street project or other activity which is authorized and for which implementing provisions are set forth in the Urban Renewal Plan.

"Report" means the report accompanying the Plan, as provided in ORS 457.085 (3).

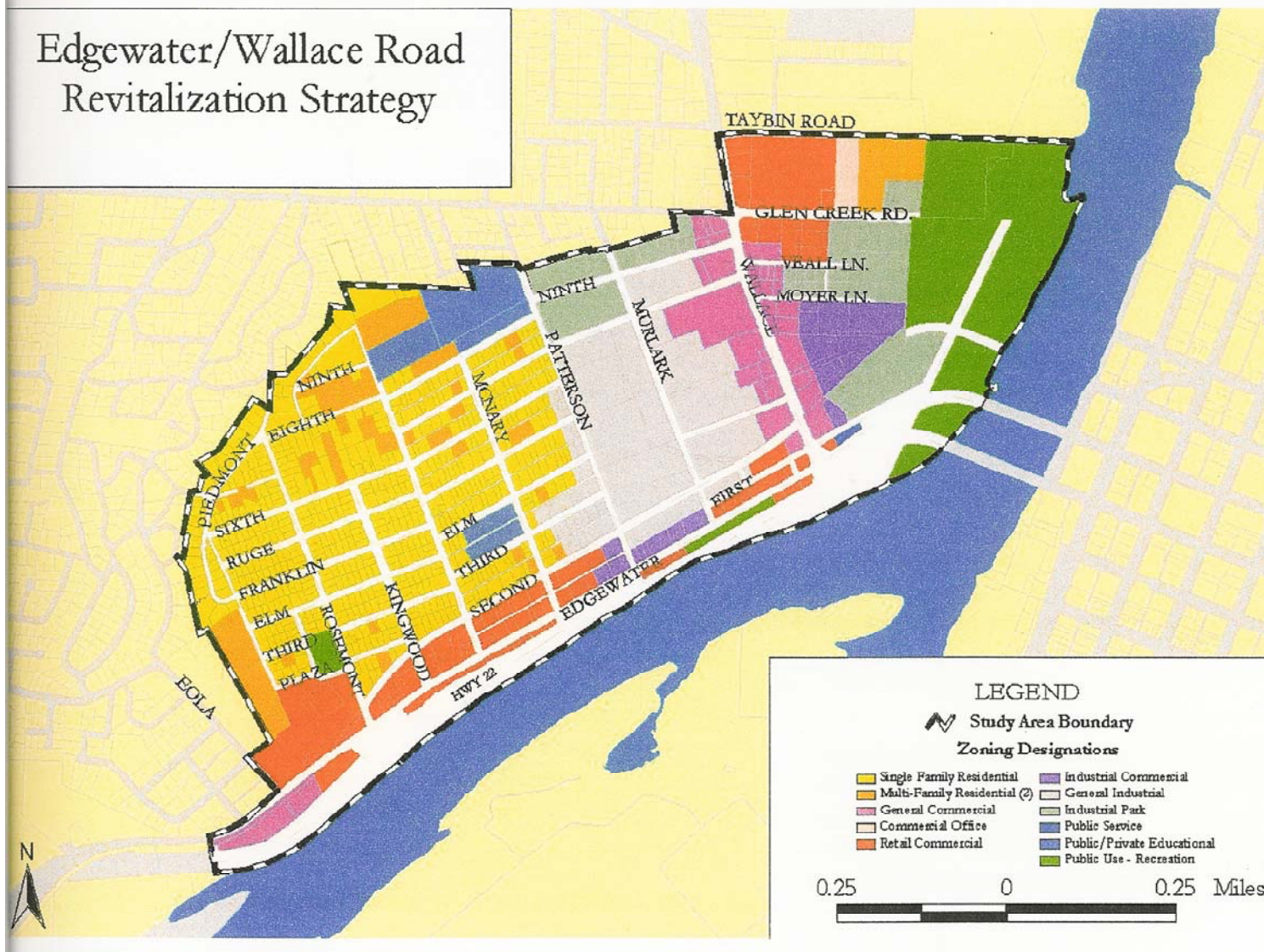
"Redeveloper" means any individual or group acquiring property from the Urban Renewal Agency or receiving financial assistance for the physical improvement of privately or publicly held structures and land.

"Text" means the Urban Renewal Plan for the West Salem Urban Renewal Area, Part One - Text.

"Urban Renewal Area", "West Salem Urban Renewal Area", or "Renewal Area" means the geographic area for which this Urban Renewal Plan has been approved. The boundary of the Renewal Area is described in Exhibits made a part of this plan.

WEST SALEM URBAN RENEWAL PLAN  
EXHIBIT A – BOUNDARIES AND ZONING MAP

# Edgewater/Wallace Road Revitalization Strategy



WEST SALEM URBAN RENEWAL PLAN  
EXHIBIT B  
LEGAL DESCRIPTION OF PROJECT BOUNDARY



West Salem Urban Renewal Area  
Narrative Legal Description

Beginning at the point of intersection of the ordinary low water mark of the Willamette River, City of Salem, Polk County, Oregon and the southerly extension of the West Line of Block 7, Kingwood Park; thence Northerly along the southerly extension of the West Line of said Block 7 to a point being on the south line of Tax Lot 073W28C00102 (Book of Records, Volume 376, Page 277, official records of Polk County, Oregon, hereafter referred to as BOR); thence westerly along the south line of Tax Lot 073W28C00102 (BOR Volume 376, Page 277), Tax Lot 073W28C00101 (Deed Volume 205, Page 536, official records of Polk County, Oregon), Tax Lot 073W28C00203 (BOR, Volume 376, Page 281), Tax Lot 073W28C00200 (BOR, Volume 195, Page 1565) and Tax Lot 073W28C00204 (BOR, Volume 376, Page 285) to a point also being the southwest corner of Tax Lot 00204; thence clockwise around said Tax Lot 00204 to the point of intersection with the north right-of-way line of Edgewater Street NW; thence easterly along said north line of Edgewater Street NW to the point of intersection with the west right-of-way line of Eola Drive NW; thence northerly along the southerly extension of the West Line of said Eola Drive and the West Line thereof to a point on the westerly extension of the South Line of a tract of land conveyed to Geoffrey Petrie & Cheryl Petrie as recorded in Book of Records 52, Page 571, Deed Records, Polk County, Oregon; thence easterly to the southwest corner of said Petrie tract; thence northerly along the West Line of said Petrie tract to a point on the South Line of Lot 8, Block 8, Kingwood Heights Addition to Kingwood Park; thence westerly to the southwest corner of said Lot 8; thence northerly along the West Line of Lots 8 and 7 of said Block 8 and the West Line of Lots 5, 4, 3, and 2 of Block 7 of said Kingwood Heights Addition to Kingwood Park to the most westerly corner of said Lot 2; thence easterly along the North Line of said Lot 2 to the southwest corner of a tract of land conveyed to James W. Green & Dolores A. Green as recorded in Book of Records 87, Page 159, Deed Records, Polk County, Oregon; thence northerly along the West Line of said Green tract and the northerly extension thereof to a point on the South Line of Lot 5, Block 6 of said Kingwood Heights Addition to Kingwood Park; thence westerly to the southwest corner of said Lot 5; thence northerly along the West Line of Lots 5, 4, 3, and 2 of said Block 6 and the northerly extension thereof to a point on the North Line of Altamont Drive NW; thence easterly along the North Line of said Altamont Drive NW to the most westerly corner of a tract of land conveyed to Donald L. Hansen & Patricia C. Hansen as recorded in Book of Records 55, Page 77, Deed Records, Polk County, Oregon; thence northerly along the northwesterly line of said Hansen tract to a point on the southwesterly line of a tract of land conveyed to Frank L. George & Fern I. George as recorded in Volume 127, Page 149, Deed Records, Polk County, Oregon; thence northwesterly to the most westerly corner of said George tract; thence northeasterly along the northwesterly line of said George tract and the northeasterly extension thereof to the most westerly corner of Lot 5, Block 2, Kingwood Terraces; thence northeasterly along the northwesterly line of Lots 5, 6, and 7 of said Block 2 to a point on the South Line of Lot 8 of said Block 2; thence easterly along the South Line of said Lot 8 to a point on the West Line of Piedmont Avenue NW; thence northerly along the



West Line of said Piedmont Avenue to a point on the westerly extension of the South Line of a tract of land conveyed to Wallace R. Cowen & Caroline C. Cowen as recorded in Book of Records 53, Page 474, Deed Records, Polk County, Oregon; thence easterly to the southeast corner of said Cowen tract; thence northerly along the East Line of said Cowen tract to a point on the southwesterly extension of the northwesterly line of Lot 15, Block 5 of said Kingwood Terraces; thence northeasterly along the southwesterly extension of the northwesterly line of said Lot 15 and the northwesterly line of Lots 15, 12, 11, 8, and 7 of said Block 5 to a point on the South Line of Lot 6 of said Block 5; thence westerly along the South Line of said Lot 6 to the southeast corner of a tract of land conveyed to Richard J. Timm & Laura Timm as recorded in Book of Records 87, Page 465, Deed Records, Polk County, Oregon; thence northerly to the northeast corner of said Timm tract; thence easterly along the South Line of Lot 4 of said Block 5 to a point on the West Line of Lot 6 West Salem Addition; thence northerly to the northwest corner of said Lot 6; thence easterly along the North Line of Lots 6, 7, 8, 9, and 10 of said West Salem Addition to the most easterly corner of Lot 8, Taggart's Subdivision; thence easterly and perpendicular to the East Line of said Lot 8 a distance of 30 feet; thence northerly and parallel with the East Line of said Lot 8 a distance of 159 feet; thence westerly and perpendicular to the East Line of said Lot 8 a distance of 30 feet to a point on the East Line of View Drive NW; thence northerly along the East Line of said View Drive NW to a point on the South Line of Byrkits Subdivision; thence easterly along the South Line of said Byrkits Subdivision to a point on the West Line of Patterson Avenue NW; thence southerly along the West Line of said Patterson Avenue NW to a point on the westerly extension of the South Line of a tract of land conveyed to Rodney L. Iverson as recorded in Book of Records 76, Page 146, Deed Records, Polk County, Oregon; thence easterly along the westerly extension of the South Line of said Iverson tract and the South Line thereof to a point on the West Line of a tract of land conveyed to John R. Farries & Laverne E. Farries as recorded in Book of Records 47, Page 642, Deed Records, Polk County, Oregon; thence southerly along the West Line of said Farries tract to the southwest corner thereof; thence easterly along the South Line of said Farries tract and the easterly extension thereof to a point on the East Line of Murlark Avenue NW; thence southerly along said Murlark Avenue NW to a point on the South Line of a tract of land conveyed to Joseph Trembl, et. al. as recorded in Volume 187, Page 349, Deed Records, Polk County, Oregon; thence easterly along the South Line of said Trembl tract to the southeast corner thereof; thence northerly along the East Line of said Trembl tract and the northerly extension thereof to a point on the North Line of Glen Creek Road NW; thence easterly along the North Line of said Glen Creek Road NW to a point on the West Line of Wallace Road NW; thence northerly along said West Line of Wallace Road NW to the point of intersection with the extension of the North Line of Taybin Road NW; thence easterly along said north right of way line of Taybin Road NW and easterly extension thereof to the ordinary low water mark of the Willamette River; thence upstream following the ordinary low water mark of said Willamette River to the point of beginning.

WEST SALEM URBAN RENEWAL PLAN  
EXHIBIT C  
POTENTIAL PROPERTY ACQUISITIONS

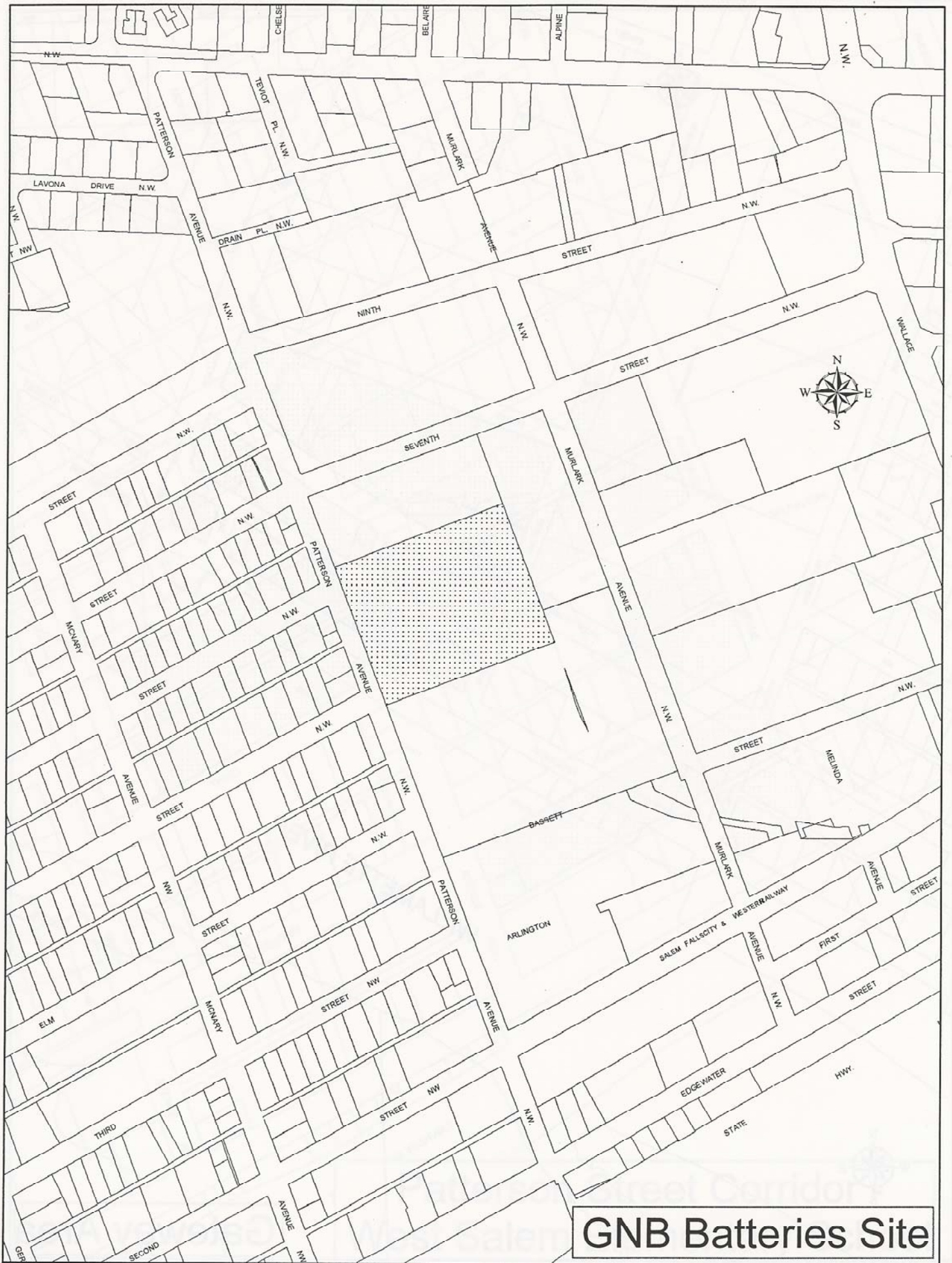




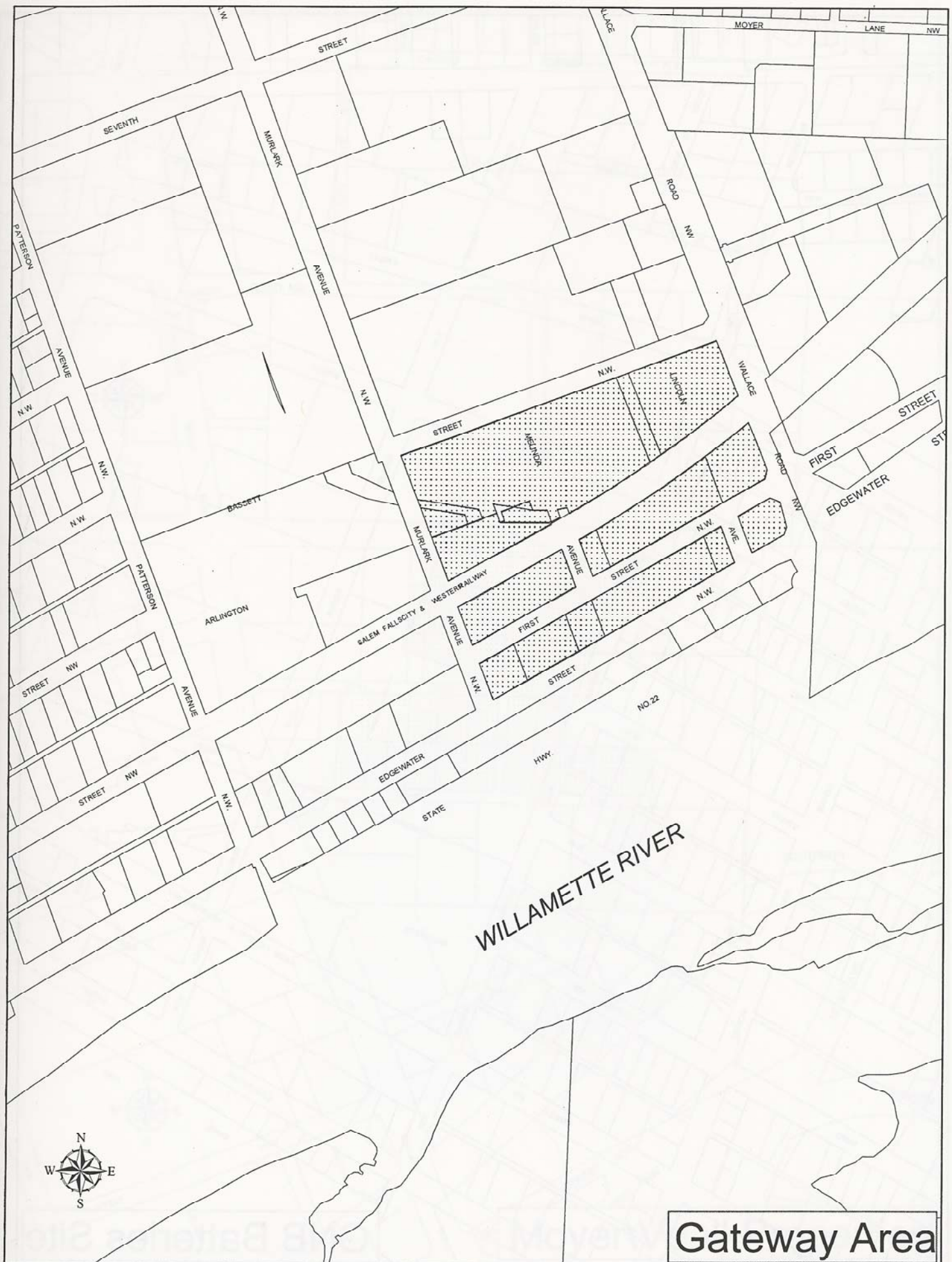
**Railroad Right of Way**











Gateway Area



