

DOCUMENTS
LOCAL

Salem (1973)

1973
C.2

COMPREHENSIVE

PLAN



SALEM AREA,

OREGON

BIBLIOGRAPHIC DATA SHEET	1. Report No. SAL-CP-73-1	2. P235	3. Recipient's Accession No.
	4. Title and Subtitle Salem Area Comprehensive Plan		5. Report Date August 1973
7. Author(s) Salem Planning Department		C66 .53 1973 C.2	6.
9. Performing Organization Name and Address Salem Planning Department Room 305, City Hall Salem, Oregon 97301		8. Performing Organization Rept. No.	10. Project/Task/Work Unit No.
12. Sponsoring Organization Name and Address Mid Willamette Valley Council of Governments Room 305, City Hall Salem, Oregon 97301		11. Contract/Grant No. ORE. P-1 CPA-OR-10-16-1000 (G) CPA-OR-10-16-1004	13. Type of Report & Period Covered Final
15. Supplementary Notes		14.	
16. Abstracts <p>This report is a general plan for land use and development in the Salem urban area. It includes a comprehensive land use plan which shows the location of the various land uses and their relationship to the arterial network, schools and other community facilities. The plan also relates in one document the many planning efforts in the Salem area, such as plans for parks and open space, transportation, and sewer and water service and goals and policies to guide and promote orderly urban development.</p>			
17. Key Words and Document Analysis. 17a. Descriptors			
17b. Identifiers/Open-Ended Terms Comprehensive Plan			
17c. COSATI Field/Group			
18. Availability Statement Salem Planning Department Room 305, City Hall Salem, Oregon 97301		19. Security Class (This Report) UNCLASSIFIED	21. No. of Pages 66
		20. Security Class (This Page) UNCLASSIFIED	22. Price \$2.00

SALEM AREA COMPREHENSIVE PLAN

August, 1973

Prepared by

Salem Planning Department*
Room 305, City Hall
Salem, Oregon

Cover picture: Salem in 1876; Picture from the Ben Maxwell
Collection, Salem Public Library

*Planning services provided by the unified planning staff of the Mid Willamette Valley Council of
Governments.

FOREWORD

Early in the project year an Advisory Committee was formed to assist the staff in updating the Salem Area Comprehensive Plan. This Committee gave study direction and advice on the project and worked with the staff planners in identifying and developing Goals and Policies for the Comprehensive Land Use Plan.

School location and development policies were formulated in cooperation with local school district officials.

Many other agencies and organizations and citizen groups contributed ideas and advice on the project as well as giving technical assistance to the staff and committee.

Work on the Plan began in July 1970 and the proposed plan was printed in June 1971. During the rest of 1971 and in 1972 the plan

was used as a basis for discussion with many agencies, citizen groups and in neighborhood planning. Work sessions were held with the Advisory Committee, citizen groups, the Planning Commissions for the City of Salem, Polk and Marion Counties, and with the City Council. Revisions were made to the Plan as a result of these work sessions.

The Plan was approved by the Salem Planning Commission November 28, 1972;

adopted by the Salem City Council March 12, 1973;

adopted by the Polk County Planning Commission May 15, 1973;

adopted by the Marion County Planning Commission July 31, 1973.

The preparation of this report was financially aided through a Federal grant from the Department of Housing and Urban Development.

INTRODUCTION

The first long-range plan for Salem was formulated in 1947 by the Long Range Planning Commission of the Salem Chamber of Commerce. In 1957 the City of Salem, Marion County, Polk County, and School District 24-J joined together to form the Mid Willamette Valley Planning Council to cooperate in the development of the two-county area and to solve mutual problems.

A Preliminary Comprehensive Plan for the Salem Urban Area was developed in 1962 by the Planning Council. This plan has served as a basis for developments within the area, for transportation planning, location of school sites and other important land use and planning decisions. Another recommendation in the plan defining the need for a detailed study of the Central Business District was recognized, and in 1970 a General Neighborhood Renewal Program for the downtown area was begun.

Since the Preliminary Plan was published in 1962 a number of studies and plans have been undertaken, providing a vast amount of information concerning the physical, governmental and social aspects of the Salem community. Much of the information compiled and analyzed in these planning and research activities has been used as a basis for developing this comprehensive plan for the Salem area, an update of the 1962 preliminary plan.

The objectives of the Comprehensive Plan are:

1. To relate in one document the many planning efforts in the Salem community.

2. To present goals and policies regarding urban growth, land use, and public services and facilities, which will serve as a basis for effective decision making in the community.
3. To promote a desirable balance and location of land uses in the Salem community, and relate these uses to the transportation network and location of public facilities.
4. To identify obstacles or problems to orderly growth and development of the Salem community and recommend possible routes to solution.
5. To coordinate the growth and development of the city with that of both Marion and Polk Counties.
6. To encourage the community to adopt and implement policies and procedures which will promote orderly growth within the urban area.

The plan is intended as a general guide to development in the area and as a convenient and useful reference for persons interested in the future of the community.

Detailed information on specific elements of the comprehensive plan, such as transportation or parks, can be found in the subject reports which are listed on pages III-28 to III-34. More detailed land use plans and policies will be developed as part of the Neighborhood Planning Program and Urban Renewal and Community Development Programs.

**SALEM CITY COUNCIL
1973**

Dr. Robert Lindsey, Mayor

Donald Cushing, Alderman 1st Ward
Edwin J. Stillings, Alderman 2nd Ward
J. Warren Carkm, Alderman 3rd Ward
Steven Stewart, Alderman 4th Ward
Walter R. Heine, Alderman 5th Ward
Ellen Lowe, Alderman 6th Ward
Gary Benson, Alderman 7th Ward
Meredith L. Mills, Alderman 8th Ward

**SALEM PLANNING COMMISSION
1973**

Dewey A. Rand, Jr., President
Ron Jones, Vice President
Gerald Bartz
Donald Richardson
Mrs. Terry Johnson (Duchess)
Mrs. Robert Fatland (Sharon)
James M. Burke

Former members who were on the
Commission during development of
the Plan:

Ellen Lowe
James Heltzel
Wallace P. Carson, Jr.
Meredith L. Mills

SALEM PLANNING AREA ADVISORY COMMITTEE

Salem Planning Commission

James Heltzel
Ellen Lowe
Wallace Carson, Jr.
Ron Jones
Donald Richardson
Gerald Bartz
Dewey Rand, Jr.
Mrs. Terry Johnson (Duchess)

Marion County Planning Commission

James Short
Robert Paige
Ronald Lyman
Larry Epping
Jack Anunsen

Polk County Planning Commission

William Barlow
William Hill
Wilson Clarke

School District 24J

Cleo Hicks
James Daniels
James Gray

Interested Citizens

Donald MacInnes
Thomas Hill

**Marion-Polk County Local
Government Boundary Commission**

Sue Leeson
James Ross

SALEM PLANNING DEPARTMENT

W. J. Kvarsten, Director

Larry K. Frazier, Administrator

Richard Knowles, Chief Planner

Ann Munteer, Senior Planner
(Project Manager)

Linda Lund, Associate Planner (resigned)
(Assistant Project Planner)

Peter Watt, Associate Planner (resigned)

James Cline, Associate Planner

Candace Benner, Planning Technician

Patricia Bock, Secretary

TABLE OF CONTENTS

	Page No.
I. INTRODUCTION	I-1
II. THE SALEM COMMUNITY	II-2
III. THE COMPREHENSIVE LAND USE PLAN	III-2
Goal and Policies for:	
Residential Development	III-3
Commercial Development	III-6
Industrial Development	III-8
Public & Quasi-Public Facilities	III-10
Transportation	III-12
Parks, Open Space & Recreation	III-18
Bikeways and Trails	III-21
Environmental Quality	III-24
Agriculture & Natural Resources	III-25
Housing	III-27
Reports and Plans Which are Elements of Overall Comprehensive Plan for the Salem Area	III-28
IV. IMPLEMENTATION OF THE COMPREHENSIVE PLAN	IV-1
Zoning	IV-2
Subdivision Ordinance	IV-2
Planned Unit Developments	IV-2
Capital Improvement Program	IV-2
Other Implementing Tools	IV-3
Community Development Programs	IV-5
Neighborhood Planning	IV-7
Recommendations	IV-9
V. SCHOOL LOCATION AND DEVELOPMENT POLICIES	V-2
APPENDIX	

LIST OF MAPS

Map No.	Title	Page No.
1	SCATTERED GROWTH PATTERN, SALEM AREA	II-1
2	PHYSICAL LIMITATIONS FOR URBAN DEVELOPMENT	II-5
3	EXISTING GENERALIZED LAND USE, SALEM, OREGON	II-7
4	COMPREHENSIVE LAND USE PLAN, SALEM, AREA OREGON	III-1
5	BIKEWAY PLAN, SALEM, OREGON	III-22
6	PRINCIPAL BIKEWAYS AND BIKE-FOOT TRAILS	III-23
7	COMMUNITY DEVELOPMENT PROGRAM AREAS	IV-8
8	DISTRICT 24J SCHOOL SITES	V-1

APPENDIX

9	CENSUS TRACTS, SALEM AREA, 1970	A-1
---	---	-----

LIST OF TABLES

Table No.	Title	Page No.
1	POPULATION	II-2
2	HOUSING UNITS BY TYPE, CITY OF SALEM	II-3
3	INVENTORY OF PARKLANDS, PRESENT AND PROJECTED, SALEM URBANIZING AREA	III-20
4	COMPARISON OF PARK AND POPULATION DISTRIBUTIONS, 1990	III-20

APPENDIX

Map No. 9	CENSUS TRACTS, SALEM AREA, 1970	A-1
Table I	1968 LAND USE SUMMARY, SALEM AREA	A-2
Table II	1968 LAND USE AND ZONING COMPARISON, CITY OF SALEM	A-3
Table III	1968 SUPPLY OF INDUSTRIAL LAND, SALEM AREA	A-3
Table IV	1970 POPULATION AND HOUSING UNITS BY CENSUS TRACTS	A-4

INTRODUCTION

The first long-range plan for Salem was formulated in 1942 by the Long Range Planning Commission of the Salem Chamber of Commerce. In 1947 the City of Salem, Marion County, Park County, and Council Districts 24 joined together to form the Urban Valley Planning Council to cooperate in the development of all two county area and to solve mutual problems.

A Preliminary Comprehensive Plan for the Salem Urban Area was developed in 1947 by the Planning Council. This plan was revised in 1954 to take into development with the major transportation planning, location of school sites and other important land use and planning decisions. Another amendment in the plan defining the need for a detailed study of the Central Business District was recognized, and in 1970 a Central Business District Request Program for the downtown area was begun.

Since the Preliminary Plan was published in 1947, a number of studies and studies have been undertaken providing a wealth of information concerning the physical, environmental and social aspects of the Salem community. Much of this information is being analyzed in detail in this planning and research activities has been used as a basis in developing the comprehensive plan for the Salem area in 1974. In 1974 the Comprehensive Plan for the Salem area was adopted in 1974.

The objectives of the Comprehensive Plan are:

1. To review and coordinate the many planning efforts in the Salem community.

2. To present goals and objectives for the community growth, including a long range plan for the city and county, which will serve as a basis for other planning activities.

3. To present a general outline of the location of land uses in the urban community, and present a plan for the various types of land uses and location of public facilities.

4. To identify strategies or methods to promote growth and development in the Salem community, and recognize possible future developments.

5. To recognize the growth and development of the city and county of Marion and Park Counties.

6. To encourage the community to plan and implement policies and programs which will promote growth and development within the city and county.

The plan is intended as a general guide to development in the city and county and as a useful reference for persons interested in the future of the community.

Detailed information on specific details of the comprehensive plan, such as transportation, public works, etc., is contained in other reports which are based on reports prepared by the city and county and which will be developed as part of the Neighborhood Planning Program and Urban Renewal and Land Use Development Programs.

INTRODUCTION

The first long-range plan for Salem was formulated in 1947 by the Long Range Planning Commission of the Salem Chamber of Commerce. In 1957 the City of Salem, Marion County, Polk County, and School District 24-J joined together to form the Mid Willamette Valley Planning Council to cooperate in the development of the two-county area and to solve mutual problems.

A Preliminary Comprehensive Plan for the Salem Urban Area was developed in 1962 by the Planning Council. This plan has served as a basis for developments within the area, for transportation planning, location of school sites and other important land use and planning decisions. Another recommendation in the plan defining the need for a detailed study of the Central Business District was recognized, and in 1970 a General Neighborhood Renewal Program for the downtown area was begun.

Since the Preliminary Plan was published in 1962 a number of studies and plans have been undertaken, providing a vast amount of information concerning the physical, governmental and social aspects of the Salem community. Much of the information compiled and analyzed in these planning and research activities has been used as a basis for developing this comprehensive plan for the Salem area, an update of the 1962 preliminary plan.

The objectives of the Comprehensive Plan are:

1. To relate in one document the many planning efforts in the Salem community.

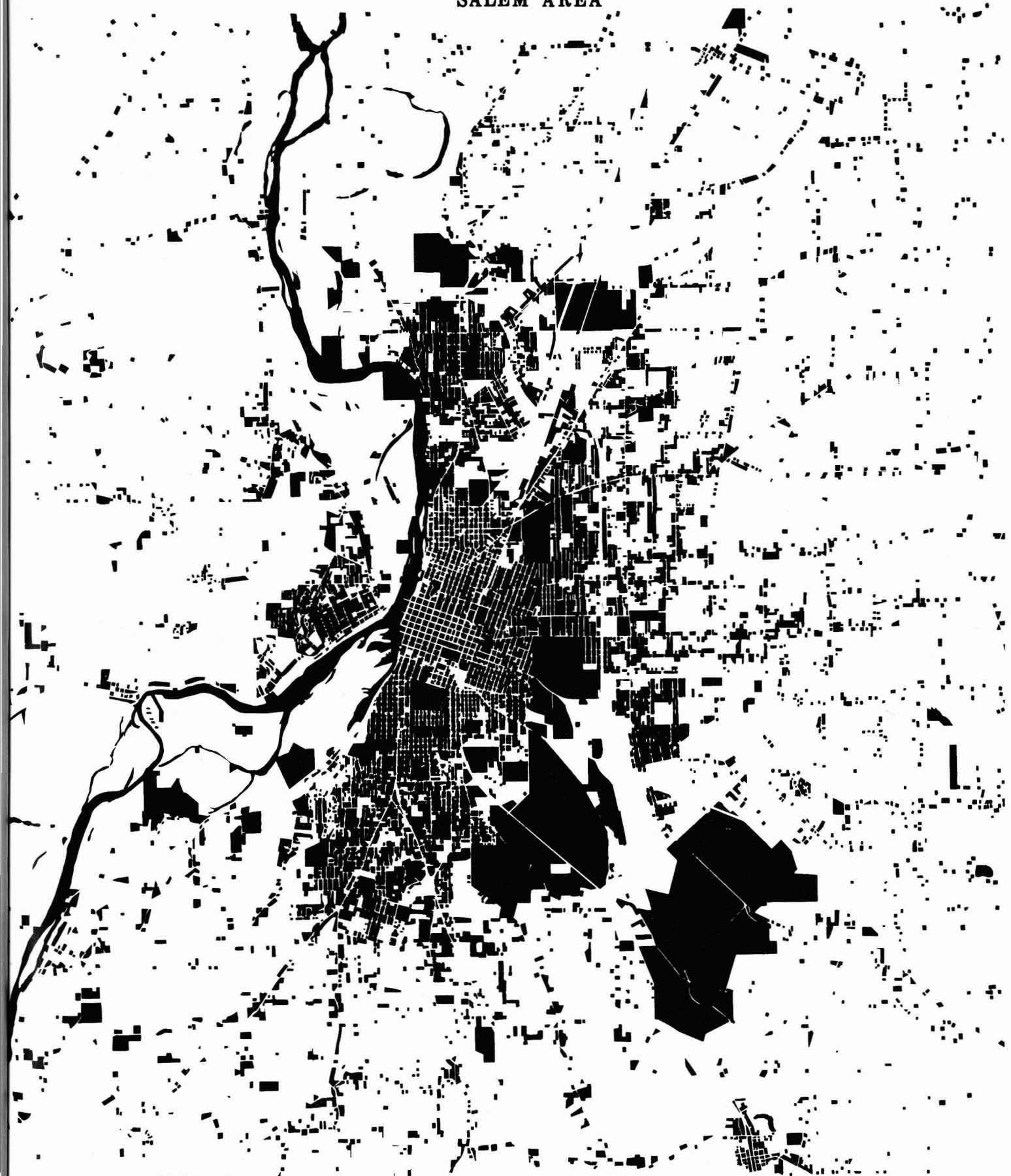
2. To present goals and policies regarding urban growth, land use, and public services and facilities, which will serve as a basis for effective decision making in the community.
3. To promote a desirable balance and location of land uses in the Salem community, and relate these uses to the transportation network and location of public facilities.
4. To identify obstacles or problems to orderly growth and development of the Salem community and recommend possible routes to solution.
5. To coordinate the growth and development of the city with that of both Marion and Polk Counties.
6. To encourage the community to adopt and implement policies and procedures which will promote orderly growth within the urban area.

The plan is intended as a general guide to development in the area and as a convenient and useful reference for persons interested in the future of the community.

Detailed information on specific elements of the comprehensive plan, such as transportation or parks, can be found in the subject reports which are listed on pages III-28 to III-34. More detailed land use plans and policies will be developed as part of the Neighborhood Planning Program and Urban Renewal and Community Development Programs.

THE SALEM COMMUNITY ...II

SCATTERED GROWTH PATTERN
SALEM AREA



Source: 1968 Existing
Land Use Map

THE SALEM COMMUNITY

Situated in the Mid Willamette Valley, Salem is a growing metropolitan community which is experiencing growth characteristics similar to other urban centers.

When the first long-range plan for the community was developed in 1947, the city had about 40,000 people and contained 8.7 square miles. In 1960 there were 49,142 people in the city which encompassed 13.9 square miles. There were then about 82,000 people in the Salem urbanized area. By the time of the 1970 Census, the city had grown to include 25.5 square miles and had 68,296 people or a little more than two-thirds of the approximate 100,000 population in the Salem urban area. It is projected that by 1990 about 160,000 people will be residing within this same area.

The projected increase of 60,000 persons within the future urban area by 1990 will create a need for approximately:

- 24,000 new housing units
- 22,000 additional jobs
- 14-22 elementary schools, 2-4 junior high schools, and 2-3 new senior high schools
- 600-1,000 acres of additional parks and open space land
- Sewer and water services
- Garbage and trash collection and disposal
- Streets and street lighting
- Police and fire protection
- Shopping and business services

These figures do not include the numbers of housing units, schools and other facilities which will have to be replaced as a result of deterioration or loss of utility.

TABLE NO. 1
POPULATION
1950-1970-1990

	<u>1950</u>	<u>1970^a</u>	<u>1990^c</u>	<u>% Change 1970-1990</u>
Oregon	1,521,341	2,091,385	2,949,000 ^b	41.0%
Salem SMSA ^d	127,718	186,658	290,000	59.9%
Marion Co.	101,401	151,309	240,000	58.6%
Polk Co.	26,317	35,349	50,000	49.9%
Salem Urban Area	Not Avail.	100,000 ^c	160,000	60.0%

^aU. S. Bureau of the Census.

^bTraffic Division, Oregon State Highway Department.

^cMid Willamette Valley Council of Governments.

^dStandard Metropolitan Statistical Area, includes Marion and Polk Counties.

POPULATION

Salem has some unusual population characteristics which can affect various aspects of the plans and programs of the city:

1. Salem has about 6,850 persons residing in public and private institutions. These persons account for nearly 10% of the total population.
2. An unusually small percentage (1.7%) of nonwhite persons reside in Salem. Of the total 1,210 nonwhite persons counted in the 1970 Census, 349 were Negro, the remainder being primarily American Indian or Oriental.
3. Salem has a significantly high percentage (12.9%) of persons 65 years of age and older compared with the state percentage of 10.8%. In 1960 the median age of residents of Salem was 36.3 years and this has dropped to 30.7 in ten years. Thus, Salem has a growing population in the younger age groups.

HOUSING

Salem is predominantly a single-family residential community, although multi-family dwellings now account for nearly one-quarter of all housing units in the city. More and more of the units are becoming rental units or

nearly 40% as of 1970. Mobile homes are still a small percentage (2.5%) of the total units in the city, but increasing rapidly in number.

LAND USE

In 1968 a detailed land use inventory was conducted for about 300 square miles (192,000 acres) around Salem. From this inventory it was determined that approximately 13,442 acres were used for residential purposes; 933 acres for commercial purposes; 1,332 acres for industrial uses and 159,807 acres were vacant or were devoted to nonurban uses. These areas are delineated on the Existing Land Use Map (Map No. 3) which shows how the various use areas are related to one another and to the transportation network.

EMPLOYMENT

"The wage and salary labor force in the Salem Metropolitan Area is unusual when compared with the rest of Oregon in that Salem is the State Capital, and thus the location of a high concentration of government employment. In the Salem area, almost one-third of the wage and salary work force is directly employed by a local, state, or federal government unit, whereas for the entire state only slightly in excess of 20 percent of the wage and salary

TABLE NO. 2
HOUSING UNITS BY TYPE
CITY OF SALEM

	1960	1970	% Change
Total Dwelling Units	16,273	24,270	49.1
Single Family	12,367	17,699	43.1
Multi-Family	3,700	5,952	60.8
Mobile Homes	206	617	199.5
Owner-Occupied	9,232	13,519	46.4
Renter-Occupied	5,885	9,565	62.5
Vacant	1,062	1,184	11.4
Seasonal	94	2	-97.8

Source: U. S. Bureau of the Census.

work force is government oriented. The result is that the area has a different, but a very stable, economic base when compared with the rest of the state.

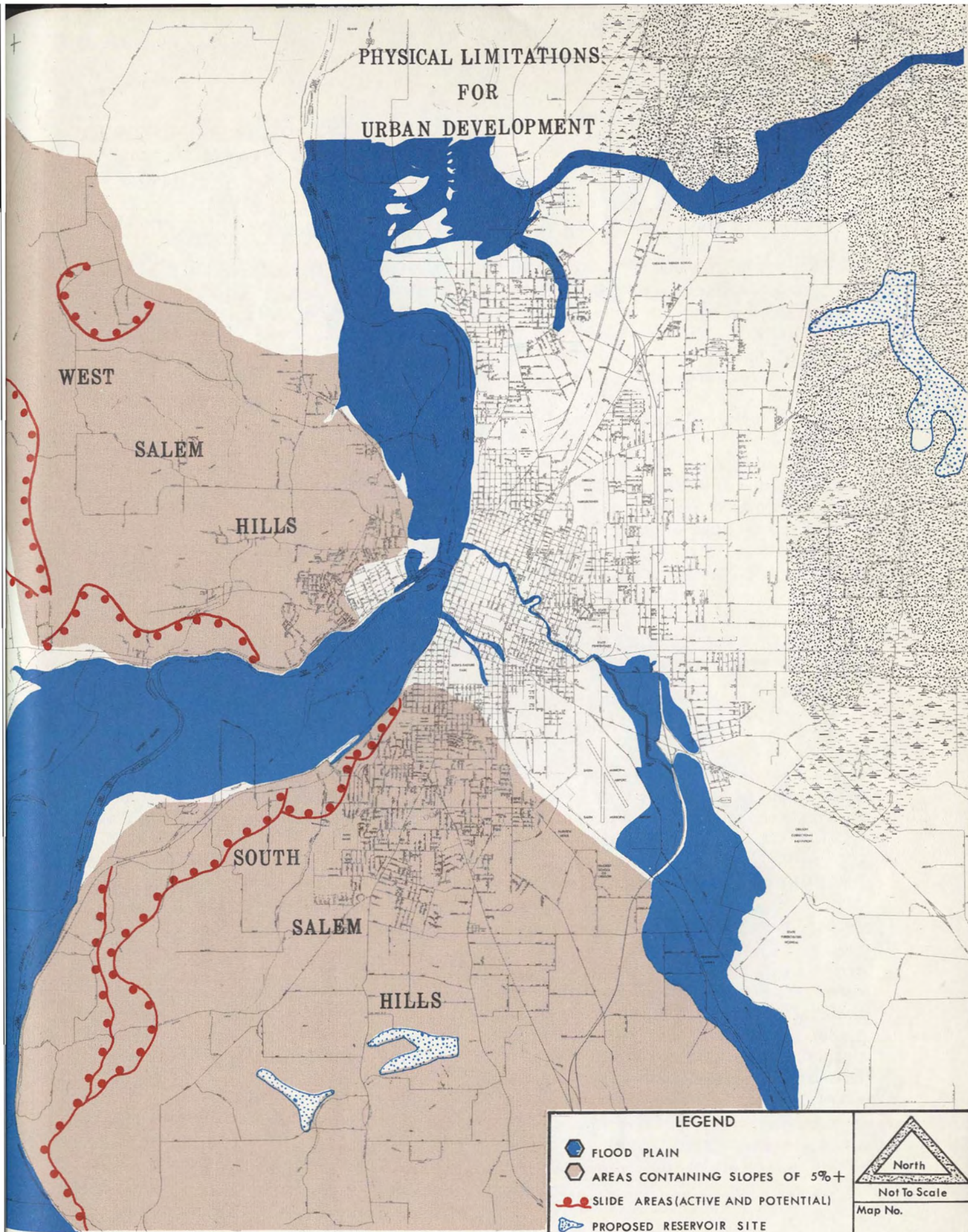
"One other peculiarity about the Salem area is the high concentration of manufacturing employment associated with the food and kindred products industry. Slightly more than 41 percent of the manufacturing work force in the Salem area is attached to the food and kindred products industry. On a statewide basis, only 14 percent of the manufacturing

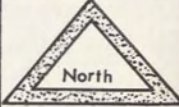






employment is classified as food and kindred products employment. Marion and Polk Counties, located in the heart of the fertile Willamette Valley, are agriculturally oriented to row crop activities. Many of these crops are highly perishable and must be processed by plants that are centrally located. As a result of this, there are large canning and freezing establishments located in the two-county labor area."¹

See appendix for detailed tables on population, land use, and housing.

¹The 1967 Manpower Resources of the State of Oregon and its Metropolitan Areas, State of Oregon Employment Division, June 1969.

PHYSICAL LIMITATIONS FOR URBAN DEVELOPMENT



LEGEND		 North Not To Scale
	FLOOD PLAIN	
	AREAS CONTAINING SLOPES OF 5%+	
	SLIDE AREAS (ACTIVE AND POTENTIAL)	
	PROPOSED RESERVOIR SITE	
	SOILS NEEDING DRAINAGE	
	WOODBURN SOILS	
		Map No. 2

SOURCE OF INFORMATION FOR MAP OF PHYSICAL LIMITATIONS FOR URBAN DEVELOPMENT

Flood Plains

Flood Plain Information, Willamette River and Tributaries in Marion and Polk Counties, Oregon, Vol. II, U.S. Army Engineer District, Portland, Oregon, Corps of Engineers, Portland, Oregon; June 1968.

Proposed Reservoir Sites

A Comprehensive Water, Sewerage and Resource Development Plan, Marion County, Oregon, 1969, Mid Willamette Valley Council of Governments, Clark and Groff Engineers, Inc., Salem, Oregon, State of Oregon Department of Geology and Mineral Industries.

Slopes of 5 Percent and Above

Topographic Maps, Salem and Stayton Quadrangles, U.S. Geological Survey.

Slide Areas

State of Oregon Department of Geology and Mineral Industries, Map of old landslide areas and active landslide areas, 1970.

For information on soils – descriptions and interpretations – in the Salem area and for geology and surficial deposits of Marion County, see the Marion County Sewer and Water Study, referred to above.

The following four paragraphs are excerpted from pages IV-7 and IV-8 of the report "A Comprehensive Water, Sewerage and Resource Development Plan, Marion County, Oregon, 1969."

Woodburn Soils

"These soils are so productive for growing high-value crops that they should be

preserved. Unfortunately, these soils are located in those areas faced with the greatest threat of urban expansion. Preservation of these valuable soils is, therefore, doubly important, not only for agricultural purposes but to contain urban sprawl as well."

Soils Needing Drainage

"Limitation of these soils, due to seasonal high-water table, causes the use of septic tanks in areas of dense development to be impractical . . . septic tanks cannot function properly during the winter months, threatening contamination of shallow or improperly cased wells."

"The highest and best use of these lands is for agriculture, open space and active and passive recreation."

Flood Plains

"These lands are not desirable for structural development. The highest and best use of these lands is for agriculture, open space and active and passive recreation."

Residential – Commercial – Industrial

". . . residential development should occur in those areas designated, but only in a pattern of logical expansion. Commercial land use will follow residential. It is suggested that instead of zoning commercial areas, the conditional or planned development concept be utilized. Industrial development should be contained within or adjacent to cities where treatment of wastes can be performed properly. In lieu of treatment by cities, location of industries should be governed by the adequacy of the receiving stream to assimilate the treated effluent."



EXISTING LAND USE

THE COMPREHENSIVE PLAN...III

Commercial: Retail shopping and general
business services.

Commercial: Retail shopping
services with a mix
family residential

THE COMPREHENSIVE LAND USE PLAN

THE COMPREHENSIVE LAND USE PLAN

The primary objective of the Comprehensive Land Use Plan is to project a goal — the most desirable pattern of land use in the Salem urban area. This pattern, as represented on the Comprehensive Land Use Plan Map, indicates in a general way areas appropriate to the different land uses described below. These uses take into consideration the transportation network, the location of public facilities and utility systems, and the general needs of the people which are important to the creation and maintenance of a healthful and pleasing urban environment.

Adoption of the Comprehensive Land Use Plan does not change the zone designation of any parcel of land nor does it make any existing land use non-conforming. Zone changes occur only by ordinances adopted by the Common Council after proper notice to affected property owners has been given, public hearings have been held, and recommendations by the Planning Commission have been made.

Each land use category describes the predominant use in the general areas indicated on the Plan map.

1. **Residential:** Single family and multi-family living areas.
2. **Developing Residential:** Predominantly undeveloped areas presently of low density residential usage. These areas will need more detailed planning pursuant to the establishment of urban growth policies and to the phasing of development in the urban growth area.
3. **Commercial:** Retail shopping and general business services.
4. **Modified Commercial:** Retail shopping and general business services with a mix of compatible multi-family residential units.
5. **Industrial:** Light and heavy manufacturing, warehousing, outdoor storage areas for heavy equipment, construction, utilities.
6. **Parks and Outdoor Recreation Areas:** Present or future publicly and privately owned areas for outdoor use and recreation.
7. **Other Public and Quasi-Public Lands:** Local, State, and Federal office and institutions, cemeteries, colleges and universities, public airport.
8. **Elementary and Secondary Schools:** Public and private elementary and secondary schools and school sites.
9. **Conservation and Open Space Lands:** Areas not suitable for urban development because of natural hazards such as flooding or surface slippage and which are desirable for agriculture, open space, or selected recreation activities.
10. **Agriculture:** Parcels within the developing areas designated for agricultural use.

GOAL AND POLICIES FOR RESIDENTIAL DEVELOPMENT

GOAL:

To assure that residential areas are healthful, pleasant and safe places in which to live.

POLICIES:

1. Residential development should be prohibited in areas identified as flood plains or areas of geologic hazard.
2. Residential development at urban densities should be within planned sewer and water service areas and where other utilities can adequately be provided.
3. A variety of living areas and housing types should be provided appropriate to the needs of the community.
4. With appropriate design and site standards, other land uses may be incorporated with residential use; however, portions of the urban area should be designated as exclusively residential.
5. High density residential areas should be located close to the urban core area.
6. Residential neighborhoods should be protected from any land use activity involving an excessive level of noise, pollution, or traffic volume.
7. High trip-generating multi-family units should have ready access to arterial or collector streets.
8. Efforts should be made to maintain and conserve existing residential areas and housing units in the Salem area.

9. The use of the planned unit development concept should be encouraged in residential areas.

Recommendations:

1. Desirable residential densities for neighborhoods must be established to assure proper utilization of the land resource and economic capability in providing needed urban services.
2. Priority areas must be determined for extension of basic urban services in a logical pattern and development policies established for areas not slated for such services until well into the future.

BACKGROUND AND EXPLANATION

Residential Development

The 1963 Preliminary Comprehensive Plan delineated areas of predominantly single family residences and other areas or predominantly multiple family residences. Nearly all of the areas designated in the plan as Multi-Family Residential lie close to the downtown core and are on or near major streets or are shown as buffer zones between Single-Family areas and other use areas, such as Commercial or Industrial. Single-Family Residential areas, on the other hand, lie away from the downtown core area and are clearly separated from major industrial and commercial developments.

A number of factors during the past 20 years have stimulated the rapid production of Multi-Family units until by 1970 almost one quarter of all housing units in Salem were Multi-Family. All indications point to even greater utilization of this type of housing in the future, particularly by the young and elderly in the community.

While established areas of predominantly Single-Family homes should be preserved, a mixture of housing types, architecturally unified, is believed to be a desirable goal in developing new areas and in renewing many older neighborhoods.

During the past ten years, a concept known as the "planned unit development" has evolved and has been successfully used in the Salem area. A planned unit development can have a mixture of housing types and densities within it which are unified in their site design, architecture and landscaping. Land normally used for private yards can be pooled into more usable common open space and community facilities. Such a development incorporates the benefits of both Single and Multi-Family developments while allowing for

greater flexibility in site design and innovation in meeting the special needs of the type of residents the development is to serve.

Similarly, almost any area can become livable if an attempt is made to coordinate residential units with other major uses. Many city dwellers enjoy living in commercial areas or within easy walking distance of shopping facilities or places of employment. A similar melding of housing units with industrial developments could also be feasible with the correct planning approach.

The Comprehensive Plan

Recognizing that different types of housing units are being developed and combined in coordinated residential subdivisions, the comprehensive plan:

1. does not distinguish between Single-Family and Multi-Family Residential areas.
2. designates "living areas" within which development policies should be followed to integrate the parks, schools and businesses required to serve the future residential neighborhoods.
3. Encourages the mixture of residential with other uses in and near the core area and along major arterial streets.

Residential Land Use Needs

Approximately 24,000 new housing units will be needed within the future urban area by 1990 for the projected increase in population of 60,000 persons.

At a single-family residential density of 4 dwelling units and 12 persons per acre, 13,340 gross residential acres would be needed to accommodate the projected 160,000 population.

At a density equal to the present inner-city density of 9.7 dwelling units and 24 persons

per acre, 6,666 gross residential acres would be needed.

The actual acreage used for residential purposes in 1990 will probably lie somewhere between those two figures since the City will continue to have a variety of single-family and multi-family residential areas.

GOAL AND POLICIES FOR COMMERCIAL DEVELOPMENT

GOAL:

To encourage a broad variety of commercial activities in the Salem area in convenient and desirable locations to serve the public.

POLICIES:

1. The Central Business District should remain the dominant commercial area for the region and regional shopping centers outside the CBD should be kept to a minimum, but neighborhood shopping centers which specialize in convenience goods and services for a small area should not be discouraged.
2. Adequate facilities for off-street parking and off-street loading should be provided, particularly in the downtown area.
3. Commercial establishments should be encouraged in concentrated clusters along major arterial streets and limited access to such areas should be encouraged.
4. Pedestrian traffic in all commercial areas should be able to circulate with a minimum of conflict with vehicular movement.
5. Mixing of compatible commercial and service businesses with other uses, particularly in higher density living areas, should be encouraged.
6. Commercial establishments should be encouraged to be attractive in their design and display and be compatible with surrounding businesses and uses.
7. Developments using the planned unit development concept should be encouraged in commercial areas.
8. Commercial development should be within planned sewer and water service areas and where other utilities can be adequately provided.
9. Commercial and residential mixed uses, employing the planned unit development concept and the clustering of business establishments to decrease the number of street access points, should be encouraged on appropriate arterial streets.

Recommendation:

Landscaping of shopping districts and elimination of the present proliferation of signs should be undertaken to improve the appearance of our streets.

BACKGROUND AND EXPLANATION:

Commercial Development

The 1963 Preliminary Comprehensive Plan recognized the need for a detailed downtown study and plan in order to preserve the economic, social, and physical viability of the Central Business District. In 1970 a General Neighborhood Renewal Program was formulated and presented to the community for their consideration in early 1971.

The following four points are some of the salient facts reported by the consultants in the GNR Study in regard to commercial development.¹

1. The CBD is beginning to feel the difficult competition of outlying (suburban) shopping centers, and "by allowing uncontrolled development of major retail commercial facilities outside the central area, officials run the risk of diminishing the potential of downtown Salem as a regional trading center. Haphazard strip commercial expansion is equally damaging."
2. The spread of residential development into suburban areas is detrimental to the CBD, especially in regard to demand for convenience goods and services.
3. The growing traffic congestion and parking problem in the CBD adds to the poor image it has and further discourages shopping in the downtown area.
4. Generally speaking, at this time, Salem is overbuilt with commercial facilities and many buildings and shopping centers have vacant space.

Findings and recommendations of the Central Salem Development Plan have been incorporated into this general plan for the future Salem Urban area. The Comprehensive Plan:

1. Provides for a minimum of outlying commercial land to discourage the development of shopping centers and strip commercial activities which could contribute to the deterioration of the Central Business District.
2. Encourages more mixing of residential development with commercial development in downtown Salem, along major streets and other commercial areas.

Commercial Land Needs to 1990

In 1968, approximately 850 acres were used for commercial purposes (including commercial warehousing) within the Salem urban growth area or 8.9 acres per 1,000 persons.

The Comprehensive Land Use Plan Map shows approximately 900 acres for commercial use and 1,100 acres of mixed commercial and residential use. Warehousing, wholesaling, and some commercial activities can also take place within certain parts of the areas delineated for industrial use. The total of all these potential commercial lands will be more than enough for the projected commercial needs for the 20 year planning period when the total need will be a maximum of 1,440. The Land Use Plan map does not show all the areas that are zoned for commercial use, or that are presently in commercial use but indicates the general areas of commercial use and activity.

¹Real Estate Market Analysis for Downtown General Neighborhood Renewal Plan, Development Research Associates, Los Angeles, California, October 1970.

GOAL AND POLICIES FOR INDUSTRIAL DEVELOPMENT

GOAL:

To provide an environment which will encourage existing industries to remain and which will attract a variety of new industries.

POLICIES:

1. An adequate amount of land in sufficiently large parcels should be reserved for industrial purposes.
2. The location of industry should be on level, well-drained land that is convenient to all necessary types of transportation.
3. Only those industries which will not create excessive pollution should be encouraged in the Salem area.
4. Industrial development should be within planned sewer and water service areas where other utilities can be provided and adequate public services should be provided in advance when feasible to make industrial sites attractive for development by industrial firms.
5. Other land uses should be discouraged from districts that have been designated to be used for industrial enterprises, except when a planned unit development approach can be successfully applied.
6. Industrial and warehousing development should not be located on major waterways unless water in volume is absolutely essential to the industrial activity.
7. Whenever possible, the use of the industrial park concept should be encouraged in developing areas for relocating or attracting industry.
8. Use of the planned development concept should be encouraged in industrial areas.
9. Industrial location should be coordinated on an areawide basis to support the growth policies and development plans of the various communities and of Marion and Polk Counties.

Recommendation:

The Salem Planning Commission recommends that the seven-block area between Mill Creek and River Street N.E., Front Street N.E., and the Willamette River be retained in industrial use for the immediate future. However, they feel this area should be considered for ultimate residential and commercial use in subsequent revisions to the Comprehensive Plan.

BACKGROUND AND EXPLANATION

The greatest advantage of the Salem area's potential industrial sites as identified in the Land Use Plan is access to the transportation network. The interstate freeway, railroads and, in the south, the airport, provide direct intercity and interstate connections to industrial sites. And with direct access to the arterial system, industries are well located to serve their residential and commercial customers.

The Industrial Committee of the Salem Area Chamber of Commerce cites the following as some of the difficulties involved in industrial location and development in the Salem area.

1. There is a need for planned industrial parks.
2. In order to compete with other areas, Salem needs economic incentives favorable to industry.
3. Private landowners cannot develop their raw land as it is too expensive and the rate of return on their investment is too long.
4. The greatest factor in discouraging industrial location appears to be the high cost of land in the urban area, especially for firms requiring large acreages.

Other problems with respect to industrial location are discussed in the Industrial Land Needs¹ study. Among the problems identified are:

1. The unavailability of land in sufficiently large or in small parcels to satisfy the special needs of some industries.
2. Lack of direct access of some small sites to streets, other needed facilities and to related industries.

An important factor and one often overlooked by a community in its acceptance and encouragement of industry is that if an industry cannot locate within the urban area where facilities and utilities are adequate, it may choose a site on the periphery of the urban area. The location of industry on relatively undeveloped lands adjacent to urban areas is one of the prime motivators of urban sprawl. This contributes to the economic and social decline of urban centers and, in the long run, requires an excessive amount of public investment for streets, sewer, and water facilities and other basic urban services.

The Master Plan Study for McNary Field¹ includes as two of its recommendations:

1. "Implement, maintain, and rigidly enforce air space and land use zoning in and around the airport."
2. "Establish a positive city policy to encourage proper industrial and commercial development on the airport."

The airport must be protected from encroachment of structures whose height and emissions might conflict with airport operations. Controls must also be provided on adjacent lands to protect the airport and the people living around the airport from adverse effects caused by noise and other aircraft operations.

Industrial Land Needs to 1990:

Salem has a sufficient amount of potential industrial land as identified in the Land Use Plan. In 1968 about 700 acres were being utilized for industrial purposes. The Plan shows over 3,000 acres for industrial use, including warehousing. However, just designating a sufficient amount of land for industry will not assure industrial development.

¹See list of reports and plans, page III-28.

GOAL AND POLICIES FOR PUBLIC AND QUASI-PUBLIC FACILITIES

GOAL:

To develop orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

POLICIES:

1. The majority of governmental offices should be maintained near the core area and be made a part of a civic and cultural center designed to serve the Mid Willamette Valley.
2. Major public buildings should be located on or near arterial streets and have well-planned access and parking.
3. Public school planning should be done in close coordination with ongoing comprehensive planning, taking into consideration the neighborhoods the schools are to serve, any physical limitations, the impact upon the transportation system and projected residential growth patterns.
4. Proposed convention facilities for the Salem area should be encouraged to locate in the downtown area close to other public and commercial facilities.
5. Community facilities should be well-designed to fulfill their specified function, taking into consideration the needs of handicapped persons.

BACKGROUND AND EXPLANATION

It is the consensus of the Central Salem Development Program Citizens' Committee and the planning consultants that to revitalize the downtown, the plan must not only be functional, "but it must capture the imagination of the public if it's to generate the enthusiasm needed to finance it."¹ With this idea in mind, the Citizens' Advisory Committee in their report on Goals and Objectives recommended the kinds of public facilities which could and should be provided in a renewed downtown.

Other recommendations of the C.A.C. are as follows:²

1. "City, county and other local government offices should remain in the downtown area."

2. "A Federal office building combining the more than 30 Federal offices in the Salem community should be considered."

As part of the development strategy for the downtown area, the economic consultant made a recommendation to "investigate further the potential to stimulate visitor interest in Salem and examine the prospects for a joint community facility/motel-hotel, tied into the activities of the State of Oregon and Willamette University."³

Included in the C.A.C. report on Goals and Objectives is a list of buildings and areas identified as having historic interest. These were evaluated by the C.A.C. subcommittee on historic structures, and ranked in three priority groupings for possible preservation.

¹Goals and Objectives, C.A.C. Report No. 2, The Citizens' Advisory Committee, August 28, 1970. P. 6.

²Goals and Objectives, p. 7.

³Market Analysis for Downtown GNR Plan, Salem, Oregon, Development Research Associates, Los Angeles, California, October 1970.

GOAL AND POLICIES FOR TRANSPORTATION

GOAL:

To provide a safe, convenient and efficient transportation system integrating a variety of modes of transportation to meet present and future needs.

POLICIES:

1. Design of the major street network should continue to emphasize the central business district as the dominant center of activity in the community.
2. The design of the major street network should reflect the needs of the community.
3. The major arterial system should be planned to enhance and preserve the integrity of the neighborhoods.
4. The provision of adequate parking facilities should be an integral part of the transportation system.
5. The major arterial system should be located and constructed so as to enhance the scenic value of the community and to retain areas of special scenic attraction.
6. All new construction or improvement of major facilities should be reviewed for their impact upon the present or future transportation system.
7. Expansion of air and other public transportation services should be encouraged.
8. Differences in the social costs and environmental impacts of the various modes of transportation should be recognized.

9. Several modes of transportation should be developed to provide alternatives to use of the automobile.

10. Transportation facilities and the street network should be designed to meet the needs of physically handicapped people and the elderly.

OTHER TRANSPORTATION GOALS:

Other Goals identified in the Transportation Plan, SATS Vol. III, as adopted by the City Council on August 25, 1969, are related to the design and function of the street network, as follows:

1. The major street network should provide a series of radial routes linking the central area with outlying districts and with major regional trafficways.
2. Peripheral or circumferential belt routes should intercept the radial routes so as to link together the commercial, industrial and residential areas external to the core of the central city.
3. The function of moving traffic on major streets should be preserved by limiting or controlling access wherever possible. For example, in residential subdivisions reverse lot design should be encouraged. The super-block concept and construction of frontage roads, as well as reverse lot design, are means of limiting the number of streets intersecting a major facility.

4. All new construction and improvements of facilities of primary importance to the community, such as major arterials and expressways, should include in their design a median strip separating opposing lanes of traffic. These median areas should be of sufficient width to allow for left-turn refuge lanes where needed.
 5. The development of one-way couplets should be recommended only after thorough study.
 6. Conflicts between rail and vehicular traffic should be eliminated. This can be accomplished, where feasible, by the construction of grade separations.
 7. Displacement of individuals, families, and businesses by new construction or improvements should be anticipated and appropriate steps taken to minimize the dislocation effect.
- c. the required right-of-way widths for each segment of arterial and collector street in the major street network.
 4. Special emphasis be placed on the use of rights-of-way for linear parks, landscaped open space and for bicycle and pedestrian trails system.
 5. Access controls be included in the design of East Cordon Route.
 6. A street landscape and design plan be developed and adopted by the various governmental agencies to implement the landscaping of streets as proposed in SATS Vol. III. This plan should be an integral part of an overall community environmental design program.

Recommendations:

It is recommended that:

1. A route be located as a logical connection between the proposed Kubler Boulevard and River Road South and the Dallas Highway.
2. A median strip policy be developed to implement the goal to include median strips in future principal arterials and expressways.
3. The following designations be made in order to implement the transportation plan through administration of zoning and subdivision ordinances:
 - a. the functional classification of streets,
 - b. the number of lanes proposed, and

BACKGROUND AND EXPLANATION

THE SALEM AREA TRANSPORTATION PLAN (SATS PLAN)

The Salem Area Transportation Study was organized in 1961 under the direction of a Coordinating Committee consisting of members of the Council of Governments plus an additional member representing the Oregon State Highway Division. Agencies participating in the study were the City of Salem, Polk County, Marion County, the Federal Highway Administration, the State of Oregon, and the Mid Willamette Valley Council of Governments. The Regional Parks and Recreation Agency and the State Mass Transportation Division are also participating in the continuing transportation planning.

Three volumes have been published by the Coordinating Committee:

Vol. I – Factual Data Report

Vol. II – Data Projection

Vol. III – Transportation Plan

These volumes should be consulted for details on the transportation plan.

DEFINITIONS

Following are some definitions which may be helpful in understanding the various classifications of streets in the transportation plan.

Major Street Network

The major street network is that system of streets which carries the most significant portion of traffic in the community. This network includes the community's freeways, arterials, and collector streets.

Street Classifications

Four basic types of streets are identified in SATS Vol. III based on their function with respect to land and traffic service.

"Freeway or Expressway. It is defined as a facility devoted entirely to the task of traffic movement. It is characterized by full control of access and is a multi-lane, divided road with no intersections at grade with other streets. Such a design permits this type facility to carry volumes of up to 18,000 vehicles per lane per day with increased safety and at greater speed than other types of streets.

"Arterial. This type facility is devoted primarily to the task of traffic movement, but also performs a secondary land service function. It interconnects the Central Business District and other principal traffic generators within the city as well as with important rural routes. There are many variations in design and carrying capacities among arterials, but they typically have a higher capacity and move traffic faster and safer than lower-type classifications such as collector or local streets. The primary reason for the higher capacity per lane of arterials when compared with collector and local streets is that arterials are given preferred treatment in the signing and signalization of intersections.

"Collector. The collector street is a facility, which while providing for traffic movement between the arterial system and local streets, also performs the function of allowing direct access to abutting property. It often accommodates both functions equally and may sometimes connect local areas within the study area.

"Local. Most of these are residential streets and as such are used primarily to serve as access to abutting property with only a secondary service of moving traffic. However, since their primary function is land service, these streets must, of course, be able to carry the volumes of traffic which the adjacent land

generates. Such volumes are generally low and local streets will typically be expected to carry less than 500 vehicles per day. Because they are laid out to serve residential property, there is no need for providing the capability of moving large traffic volumes or allowing high travel speeds."¹

¹SATS VOL. III, p. 6.

REVISIONS TO SATS PLAN

Since Volume III was published in 1969, several revisions and additions have been made to the transportation plan. The following revisions were adopted by the Salem Area Transportation Study Coordinating Committee on May 24, 1973.

Revisions to the Arterial System

The routes shown on the Comprehensive Plan map in this report represent revisions and additions to the arterial street system.

1. The proposed extension of Keizer Road east to Portland Road will be eliminated from the transportation plan. The western segment will be connected to Ridge Drive by a frontage road along the west side of I-305.
2. A new east-west arterial has been designated north of the deleted Chemawa - Keizer Road route. The new arterial will connect Portland Road with River Road North on an alignment north of Chemawa School on Lockhaven.
3. An extension of Marion Street from 14th Avenue to Center Street west of 17th will be shown as an arterial.
4. Alignments have been established for the proposed East Cordon Route and Kubler Blvd. and these arterial locations are shown from Croisan Creek to Juniper Street N.E.
5. Market Street between Capitol and Broadway is shown as a route "under study" pending determination of the third highway bridge location.
6. Pringle Road-Battle Creek Road between Madrona Avenue and I-5 underpass is designated an arterial.

7. Sunnyview from Lancaster Drive to 45th Avenue will be an arterial rather than Market Street.
8. The proposed extension of Doaks Ferry Road to the Dallas Highway has been eliminated from the plan.
9. Madrona Avenue S.E. has been designated an arterial between 12th Street S.E. and Strong Road.

Revisions to the Collector System

Revisions which have been made to the collector street network as shown on the transportation plan in Volume III are listed below.

The following streets will be classified as collectors rather than arterials:

1. Rural Street between Commercial Street S.E. and 13th Street S.E.
2. Hines Street S.E. between Mission and 12th Street S.E.
3. Boone Road between Liberty Road and Battle Creek Road.
4. Market Street from Lancaster Drive to 45th Avenue N.E.
5. 17th Street S.E. between Hines and Mission Street and Shelton Ditch and State Streets.
6. 45th Avenue between Center and Sunnyview.
7. Chemawa Road from Windsor Island Road to North River Road and from Verda Lane to its intersection with St. Croix Street west of Radiant Drive.

Revisions in Central Salem Area

Major changes in the street system are proposed in the adopted Central Salem Development Plan (CSDP).

1. Front Street, High Street, and Church Streets will replace Liberty-Commercial couplet as the main north-south arterial between State Street S.E. and Division Street N.E.
2. The proposed Ferry-Trade to Bellevue route will become an east-west arterial in addition to Marion, Center, and State Streets.
3. State Street will be two-way from Front Street to the east.
4. Liberty and Commercial between State and Division will become collector streets to serve the downtown retail shopping area.
5. For other street system changes in the Central Business District, refer to the CSDP plan.

Other Approved Revisions

Other changes or additions to the SATS plan are as follows:

1. Tile Road has been relocated between McCoy and Fairgrounds Road and now intersects with Fairgrounds Road at Academy Street.
2. Capitol Street has been relocated to intersect with Fairgrounds Road southwest of its former location.
3. In SATS project no. 6, "Brooks Street", the Clark Street section has been deleted and Thorman Avenue has been substituted.

Proposed Revisions

Proposed revisions still under study are listed below:

1. The proposed extension of Northgate Avenue from Portland Road to Cherry Avenue as a collector street to replace the proposed Candlewood Drive project.
2. The proposed extension of Sunnyview Road between Evergreen and 17th Street N.E. as a collector rather than an arterial street.
3. Designation of Hyacinth Street as the arterial connector between Portland Road and 34th Avenue rather than the section of 34th Avenue north of Hyacinth.
4. Thirty-fourth Avenue between Hyacinth and Silverton Road as an arterial rather than a collector.
5. Thirty-fifth Avenue between Silverton Road and Sunnyview Road as an arterial rather than a collector.
6. Designation of Lansing Avenue between Sunnyview Road and Market Street as a collector.
7. McGilchrist Street between 22nd and 25th Streets as a collector.
8. Addition of Croisan Ridgeway as an arterial under study.
9. The reclassification, future level of service and route of the Shoreline Drive-Rivercrest Drive-Weeks Drive project.
10. Need for and location of an additional bridge or bridges across the Willamette River.
11. Classification of the Olsen Street North-Lockhaven Extension to Windsor Island Road.

GOAL AND POLICIES FOR PARKS, OPEN SPACE AND RECREATION

GOAL:

To conserve and protect natural and scenic resources and to provide for the outdoor recreational needs of residents and visitors in the Salem area.

POLICIES:

1. The Willamette riverfront and creekways should be used to their greatest potential as park and open areas. New development should be located so as to harmonize with the potential public use of the waterfront.
2. The special recreational needs of an urban population should be recognized and provided for. Examples of such needs are bicycling and hiking trails, small-area parks and other facilities designed to serve the urban dweller.
3. Elements of special visual, scenic, recreational and historic importance to the local population should be preserved, protected or acquired and developed for open space or park purposes and made accessible to the public.

BACKGROUND AND EXPLANATION

A regional Parks, Open Space and Outdoor Recreation plan was prepared by the Mid Willamette Valley Council of Governments and the Regional Park and Recreation Agency of the Mid Willamette Valley in 1965-66. This plan defined the supply and demand for parks and recreation for present and future populations.

These figures have been revised to show parks acquired since 1966 and additional park acreages needed based on updated population information from the 1970 Census. However, the projected acreages for neighborhood parks do not include school parklands.

The accompanying Table 3 (page III-20) gives some indication of the supply and projected need based upon population projections and accepted standards of the acres of parkland needed per 1,000 population. In 1970 the Salem urbanizing area had only a little more than half the total acres that were needed based upon the standard. The greatest deficit is in the categories of community, large urban, and regional parks. The acquisition and development of Minto Island Park partially satisfies the deficit in large urban and regional parks although by 1990 another park of similar size will be needed. If plans for the I-305 Linear Parkway are realized, approximately 70 acres of neighborhood and community-type parklands will be created in the North Salem area.

In investigating the projected distribution of parks within the future urban area and comparing this with the distribution of parks within the future urban area and comparing this with the distribution of 1990 projected population

(see Table No. 4), (page III-20), we can forecast which areas will have a surplus or deficit of parklands for their residents. Only one area, South Salem, may have a surplus of parklands based upon its projected population. However, if the 308 acres in the proposed Minto Island Park is excluded from the South Salem total, there would be a deficit in the area rather than a surplus.

Because of its inaccessibility within a short walking distance it is reasonable to exclude this regional park in this analysis. The situation is different with Bush's Pasture since it serves both as a neighborhood park as well as a large urban park, drawing users from the entire Salem area.

The two areas which may have the greatest deficits are the Central Business District and East Salem. The CBD has the lowest ratio of acres in parks per 1,000 population, and East Salem has the second lowest ratio and greatest deficit in terms of total acres for parks. Bush Park, although included in the South Salem area, is accessible to residents in the south part of the CBD. Clearly, East Salem does pose a problem in that little potential "ready made" parkland exists.

One of the greatest potentials for development of parklands lies in the concept of planned unit developments, as described in the section concerning residential development. Here traditional yard allowances can be pooled to provide open space and recreation facilities for the residents of the development thereby lessening the pressure upon public acquisition of lands for the traditional type of neighborhood parks.

TABLE 3
INVENTORY OF PARKLANDS
PRESENT AND PROJECTED
SALEM URBANIZING AREA

Type of Park	Standard ²	1 9 7 0			Min. Expected ³	1 9 9 0	
		Existing	Need	Deficit		Need	Deficit
Neighborhood ¹	2.50	207	250	43	232	400	168
Community	2.50	82	250	178	208	400	192
Large Urban & Regional	5.00	256	500	244	564	800	236
TOTAL	10.00	545	1,000	455	1,004	1,600	596

¹Including School Parks and Play Areas, 1970.

²Acres per 1,000 persons.

1970 Population 100,000. U. S. Census.

1990 Projected Population 160,000. MWVCOG.

³Additional Park Acres Programmed through 1982.

TABLE 4
COMPARISON OF PARK AND POPULATION DISTRIBUTIONS
1990

	Proj. Pop.	Park Acreage	Acres/1000 Pop. ²	Surplus or Deficit
West Salem	14,370	132	9.1	- 12 acres
North Salem	26,020	140	5.3	-110 acres
East Salem	58,980	94	1.5	-496 acres
South Salem	50,170	669 ¹	13.3	+ 167 acres
CBD	5,550	9	.1	- 46 acres

¹Including Minto Island Park.

²10 acres per 1,000 population is accepted standard used by the Regional Park and Recreation Agency.

NOTE: Brown's Island Park, 525 acres, was acquired by Marion County in 1971.

2.29 acres was added to Bush's Pasture Park in 1971.

BIKEWAYS AND TRAILS

Interest in bike trails and footpaths has increased in recent years culminating in passage of state legislation in the 1971 session to provide a system of biking and hiking trails.

Plans for trails in the Salem area and in Marion and Polk Counties are included in the 1967 report Parks, Open Space and Outdoor Recreation prepared by the Regional Parks and Recreation Agency and the Mid Willamette Valley Council of Governments.

Bike and pedestrian trails are included in plans for the proposed linear parkway along I-305. This parkway would be over three miles long, complete with a trail system, community parks and open space.

The Central Salem Development Plan also makes provision for a trail system. Some trails would be constructed along creekways and in the proposed Willamette Riverside park. Other trails would utilize existing streets with marked lanes separated from auto lanes.

A trail is included as part of the proposed Kubler Boulevard and East Salem Cordon route and would be part of the trail system for the Salem area.

A bikeway plan for Salem has been approved by the City Council. Bikeways are streets specially designated by the community as safer and more convenient bicycle routes. These streets will be posted with official bikeway signs to guide cyclists and to alert motorists to drive carefully. Bikeways will

utilize existing traffic lanes until such time as separate lanes can be provided.

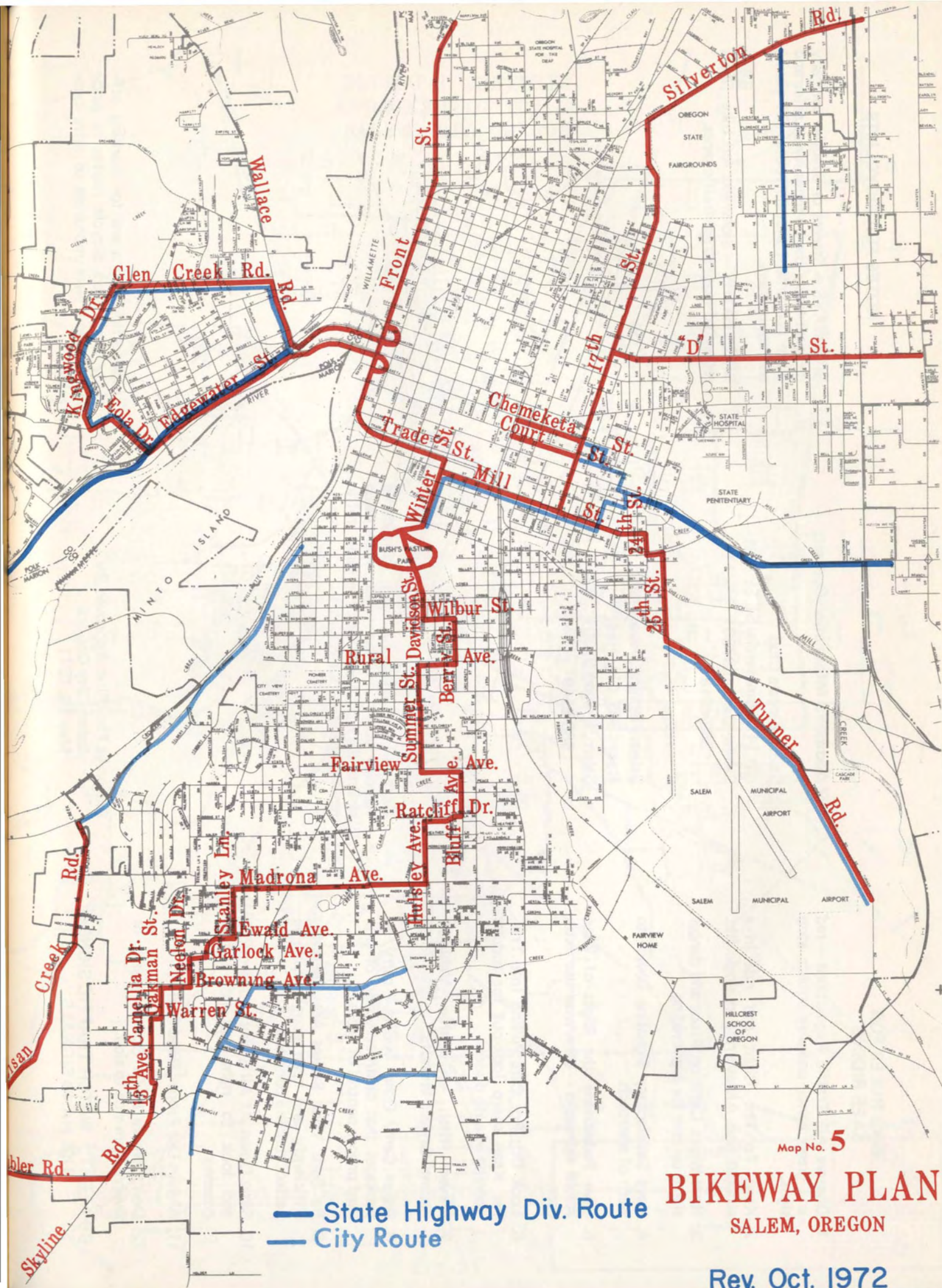
Bikeway routes are proposed for the East Salem and Keizer areas which would tie in with the other approved and proposed bike routes. The routes are designed to connect residential areas with schools, parks, shopping areas and the downtown area as well as to provide loop routes for recreational use.

Development of the various components of the bike and trail system will provide many miles of bikeways and paths for the enjoyment and use of the estimated 20,000 cyclists in the Salem area.

Recommendations:

1. Sign and mark, with official signs, those streets which have been approved as bikeways.
2. Begin a program for providing lanes for bicycles separate from auto traffic lanes on designated streets.¹
3. Continue a program of constructing bike paths and trails in off-street locations.
4. Continue a program of constructing curb ramps on sidewalks that are available for use by bicyclists.
5. Encourage provision of bike racks in shopping areas, at schools, parks, libraries and other public and private buildings.

¹Also recommended by the Citizens Advisory Traffic Commission in a memo to the Salem City Council, and by the Traffic Safety Conditions study for the City of Salem.



Map No. 5

BIKEWAY PLAN

SALEM, OREGON

— State Highway Div. Route
 — City Route

Rev. Oct. 1972

BIKE RULES FOR SAFE RIDING

1. Observe All Traffic Regulations — red and green lights, one-way streets, stop signs.
2. Keep To The Right and ride in a straight line. Always ride in single file.
3. Have White Light on Front and danger signal on rear for night riding.
4. Have Satisfactory Signaling Device to warn of approach.
5. Give Pedestrians the Right of Way. Avoid sidewalks — otherwise use extra care.
6. Look Out For Cars Pulling Into Traffic. Keep sharp look-out for sudden opening of auto doors.
7. Never Hitch on Other Vehicles, "stunt" or race in traffic.
8. Never Carry Other Riders — carry no packages that obstruct vision or prevent proper control of cycle.
9. Be Sure Your Brakes Are Operating Efficiently and keep your bicycle in perfect running condition.
10. Slow Down At All Street Intersections and look to right and left before crossing.
11. Always Use Proper Hand Signals
12. Don't Weave In Or Out of Traffic or swerve from side to side.

BE ALERT WATCH TRAFFIC SIGNS
USE HAND SIGNALS

For Additional Information Contact:

Salem Bicycle Club
c/o 147 Commercial St. SE
Salem, Oregon 97301
363-4516

Salem Planning Department
Room 305, City Hall
Salem, Oregon 97301
588-6149

Remember! Bicycles are considered vehicles under the law, and when using streets they are subject to the same traffic regulations as motor vehicles.

Bikeways Plan First Approved By
Salem City Council
May 10, 1971

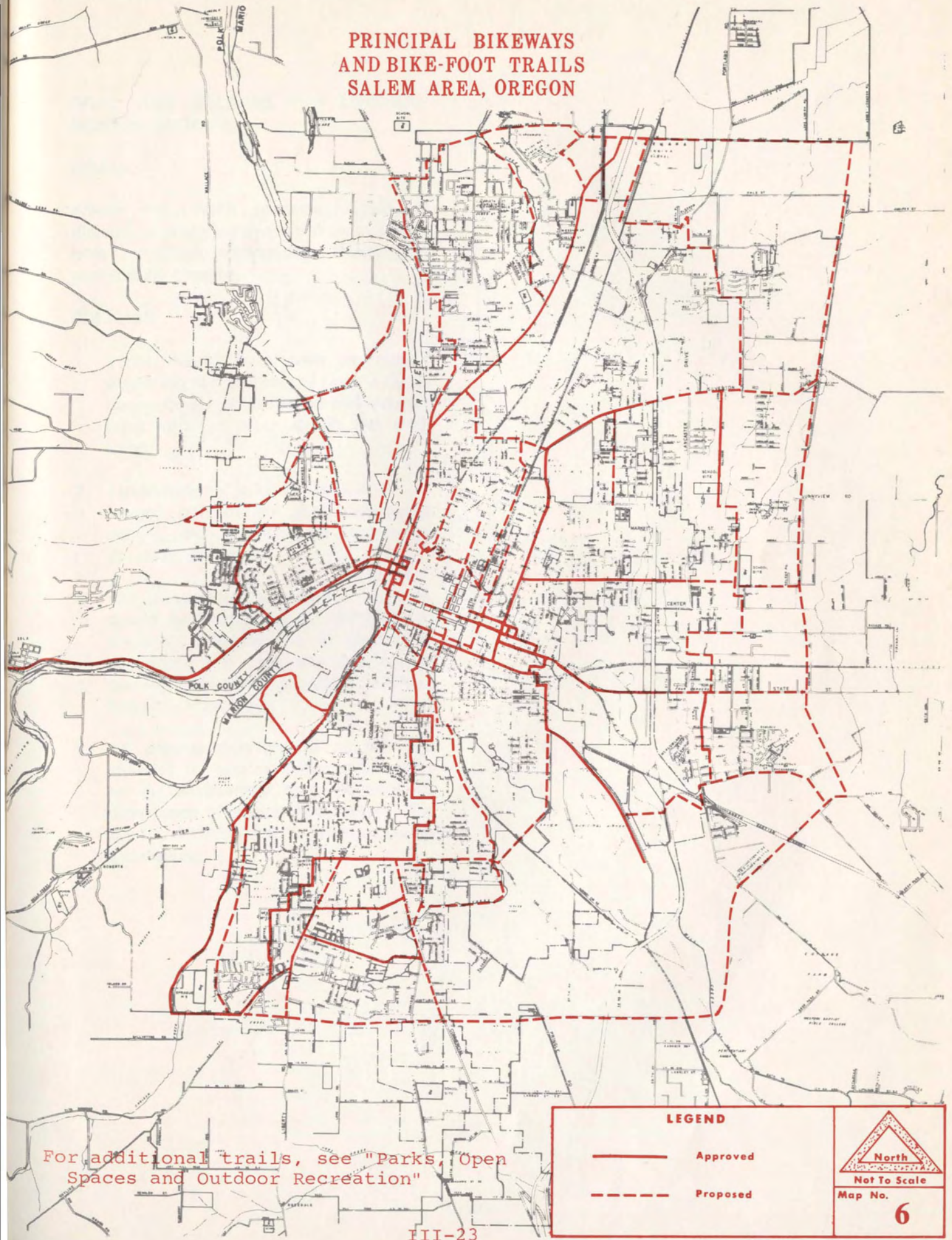
NOTES FOR BICYCLISTS

BIKEWAYS — Streets or avenues specially designated by the community as safer and more convenient bicycle routes for young and adult riders.


BIKE PATHS — Sidewalks or bike paths separated from street traffic lanes.

These official signs are for marking officially designated bicycle routes to guide cyclists and alert motorists to drive carefully.

PRINCIPAL BIKEWAYS AND BIKE-FOOT TRAILS SALEM AREA, OREGON



For additional trails, see "Parks, Open Spaces and Outdoor Recreation"

LEGEND		 North Not To Scale Map No.
—	Approved	
- - -	Proposed	6

GOAL AND POLICIES FOR ENVIRONMENTAL QUALITY

GOAL:

Private and public concerns should be directed to achieving an environment which is both functional, economically feasible and aesthetically pleasing.

POLICIES:

1. Vistas, natural areas, trees and natural vegetation and elements of historic significance should be protected and incorporated into the urban design and landscape.
2. Landscaping should be considered an integral part of site plans and street designs, and standards for landscaping should be developed.
3. The planned unit development concept should be encouraged for multiple and single-use developments in residential, commercial and industrial areas whenever possible, incorporating tasteful architecture and landscaping.
4. All developments should be carefully reviewed for possible detrimental effects on the environment from pollution or disturbance of natural resources and for the visual effects of their proposed design and display.

GOAL AND POLICIES FOR AGRICULTURE AND NATURAL RESOURCES

GOAL:

To utilize natural resources, including soils, to their greatest potential for the aesthetic and economic benefit of the area, and to protect and manage them for the benefit and enjoyment of present and future generations.

POLICIES:

1. Prime agricultural lands, forest and natural resource lands, geologic hazard areas, erosion areas and flood plains should be protected from urban development.
2. The development of water resources and watershed projects should be encouraged.
3. The quality of river and stream water should be protected from pollution by residential, industrial, agricultural, and municipal sources.
4. No mining should be approved without guarantee of rehabilitation or proper reuse of mined areas.

BACKGROUND AND EXPLANATION

Some lands now in agricultural use are within the growth area of the City of Salem, but it is expected that they will not be needed for urban development for many years. And some parts of these lands may well be preserved for agricultural use.

The Plan designates approximately 4,500 acres of land for conservation and open space purposes. Most of these lands are flood plains,

steep slopes or geologic hazard areas where urban development should not take place. These lands should be used for non-urban activities, open space, agriculture, or activities on a conditional use basis which do not require the construction of permanent buildings or structures. The greatest potential of these lands is for open space and recreation, both public and private.

GOAL AND POLICIES FOR HOUSING

The following Goal and Policies for Housing have been adopted by the Mid Willamette Valley Council of Governments as part of the Areawide Development Goals¹ for the three-county area of Marion, Polk, and Yamhill Counties.

GOAL:

To assure that all people have the opportunity to acquire safe and sanitary housing.

POLICIES:

1. A variety of living areas and housing types should be provided appropriate to the needs of the people.
2. Deteriorating residential neighborhoods and housing units in the Salem Area should be renewed and rehabilitated.
3. Uniform housing and building codes should be adopted and enforced to assure that residential structures meet basic sanitation and health standards.

Additional Goals and Objectives have been developed in cooperation with local housing authorities and agencies working in the field of housing and are included in the publication Housing Challenges and Objectives, No. 2, Mid Willamette Valley Council of Governments, Salem, Oregon, June 1971.

¹Areawide Development Goals, Marion, Polk, and Yamhill Counties, State Administrative District Number 3; Mid Willamette Valley Council of Governments, 1971. Adopted by the Mid Willamette Valley Council of Governments on April 13, 1971.

REPORTS AND PLANS WHICH ARE ELEMENTS OF OVERALL
COMPREHENSIVE PLAN FOR THE SALEM AREA

	COG Library File Number
PARKS, TRAILS, OPEN SPACE	
1. <u>Parks, Open Spaces and Outdoor Recreation for City of Salem, Polk County and Marion County, Oregon</u> , Mid Willamette Valley Council of Governments and Regional Park and Recreation Agency of the Mid Willamette Valley, Salem, Oregon, 1967.	700
(Contains number and types of existing parks and number needed; supply and demand for parks and outdoor recreation; park standards; plan for Salem and vicinity; plan for Marion-Polk Counties)	
2. <u>Parks, Trails, Bikepaths and the I-305 Freeway</u> , Mid Willamette Valley Council of Governments and the Regional Park and Recreation Agency of the Mid Willamette Valley, Salem, Oregon, April 1971.	712
(Discusses impact of the freeway on the Salem community; makes recommendations for a linear parkway with a trail system, bikepaths, noise control barriers and community parks)	
3. <u>Boat Ramp Facility Operation</u> , Phase I Investigation of Wallace Marine Park for City's Parks and Recreation Agency, by Westech Engineering, Inc., Salem, Oregon, Jan. 1973.	724
TRANSPORTATION	
4. <u>A Study in Salem's Transportation, Vol. III, Transportation Plan</u> , published by Oregon State Highway Commission, 1968.	463
(Transportation Goals; description of types of streets in urban street network; functions of major street types; minimum design standards by street types; recommended improvements in the 1982 transportation plan with strip maps of the various street segments; road costs and expenditures; landscape treatment)	
5. <u>Transportation Study, Vol. I</u> , presented factual data for the base year study (1962).	463
6. <u>Transportation Study, Vol. II</u> , described the study's forecast of activities.	463

**COG
Library File
Number**

7. Operations Plan, Salem Area Continuing Transportation Study, Oregon State Highway Division and Mid Willamette Valley Council of Governments, June 1970. 406
- (Operating agreement between agencies; scope of continuing planning; surveillance and reappraisal methodology; surveillance responsibilities of agencies)
8. Traffic Safety Conditions, Salem, Oregon, Cornell, Howland, Hayes and Merryfield, Corvallis, Oregon, March 1971. 415
- (A traffic safety program for systematic improvements to the existing street system; discussion of traffic control devices, accidents, illumination, pedestrian-bicycle safety)
9. Transit in Salem, Mid Willamette Valley Council of Governments, October 1968. 454
- (A study of municipal bus system; costs and revenues; route recommendations)
10. Master Plan Study, McNary Field, Salem, Oregon, Reinard W. Brandley, Engineer, May 1968. 484
- (Airport Master Plan)
11. Area Wide TOPICS Plan, Salem, Oregon. F.A. Project T-5028(2) ---
- By Oregon State Department of Transportation, Highway Division, Traffic Engineering Section in cooperation with Federal Highway Administration, City of Salem, Marion and Polk Counties (Draft; to be published about September 1973.)
12. A Study of Salem's Sidewalk Needs, Administrative Report, Department of Public Works, City of Salem, Oregon, March 1968. 401
13. Salem Bridge Location Study, Interim Report, Technical Advisory Committee of the Salem Area Transportation Study, June 1973. ---

WATER, SEWERAGE, DRAINAGE

14. Preliminary Engineering Study of Sewage Collection and Treatment Facilities for the City of Salem, Oregon, and Adjacent Areas, Cornell, Howland, Hayes and Merryfield, Corvallis, Oregon, March 1960. 522

COG
Library File
Number

(The master sewer plan for development of 65 square mile area including all of the City of Salem and adjacent areas of Marion and Polk Counties)

15. A Sanitary Sewer Plan for Suburban East Salem, Clark and Groff Engineers, Salem, Oregon, 1965. 522
16. Sanitary Sewers for the Keizer Area, Clark and Groff Engineers, Salem, Oregon, 1962. 522
17. Sanitary Sewers for the South Salem Area, Clark and Groff Engineers, Salem, Oregon, 1962. 522
18. A Sewer Development for the West Salem Hills, Clark and Groff Engineers, Salem, Oregon 1964. 522
19. A Study of Sewage Collection and Treatment Facilities, City of Salem, Oregon, and Adjacent Areas, Cornell, Howland, Hayes and Merryfield, Corvallis, Oregon, Feb. 1968. 522

(Supplements and updates 1960 sewer plan; sewer plan for Walling industrial tract; interim sewerage system solution for Battle Creek – Rogers Creek – Turner area of approximately 11,700 acres which is now part of the sewer master plan)
20. A Comprehensive Water, Sewerage and Resource Development Plan, Marion County, Oregon, 1969, Mid Willamette Valley Council of Governments, Clark and Groff Engineers, Inc., Salem, Oregon, State of Oregon Department of Geology and Mineral Industries. 521

(Land development factors; economic analysis; soils descriptions, interpretations and limitation ratings; existing water and sewerage utilities; water services plan; sewerage plan; criteria to guide future growth and development; preliminary engineering geology studies of Marion County)
21. A Water and Sewer Plan for Polk County, Oregon, Mid Willamette Valley Council of Governments and Boatwright Engineering, Inc., Salem, Oregon, May 1969. 521

(Water resources; soil classifications; existing water and sewerage systems; comprehensive water and sewer plan)
22. Storm Drainage Study, Preliminary Comprehensive Trunk Plan, City of Salem, Oregon, Department of Public Works, June 1968. 213

(Storm drain master plan for trunk and interceptor system for the Salem metropolitan area)

23. Water Distribution System Master Plan, Salem Metropolitan Area, Cornell, Howland, Hayes and Merryfield, April 1968. 521

RENEWAL AND DEVELOPMENT

24. Central Salem Development Program General Neighborhood Renewal Program: Oregon R-19, Prepared for the Office of Community Development and Urban Renewal, City of Salem, Oregon, December 1, 1971. 017

(Plan map; background information and improvement proposals)

25. Goals and Objectives, Citizens' Advisory Committee, Central Salem Development Program, Sept. 1970. 013

(Recommendations and comments from Citizens' Advisory Committees to the planning consultants for the Central Salem Development Program)

26. Real Estate Market Analysis for Downtown General Neighborhood Renewal Plan, Salem, Oregon, Development Research Associates, Los Angeles, California, October 1970. 017

(Survey of general economic trends controlling the outlook for urban renewal programs in Downtown Salem; forecast of levels of apparent development potential; recommendations for an overall Downtown General Neighborhood Renewal Area development strategy)

27. Central Salem Development Program, Southeast Addition, George T. Rockrise and Associates, 1970. 663

(Provides background and detailed planning information relevant to medical planning area in southeast addition to CSDP area; notes several urban design considerations relative to the study area's future development)

28. Financial Capacity Analysis, Part One, Aug. 1970, Development Research Associates, Los Angeles, California. 687

(Summary of the city's capability to carry forward Downtown renewal activities through 1980)

COG
Library File
Number

29. Financial Capacity Analysis, Part Two, May 1971, Development Research Associates, Los Angeles, California. 687
(Discusses Salem's apparent base of financial resources applicable to the execution of urban renewal projects in Central Salem and potential urban renewal costs)
30. Salem General Neighborhood Renewal Plan, Research and Analysis Technical Memoranda, De Leuw, Cather and Company, San Francisco, California, 1970. 663
(Summarizes the research and analysis data related to traffic circulation and parking in the GNRP area)
31. Salem Economy, Development Research Associates, Los Angeles, California, October 1970. 330
(A summary report of the economic objectives for Downtown Salem)
32. Economic and Market Analysis Study for North Salem Neighborhood Development Program, Oregon A-6 for Salem Urban Renewal Agency, by Development Research Associates, August 1, 1972. 059
33. Hollywood Area Renewal Plan, Urban Renewal Agency, Salem, Oregon, and Development Research Associates, Los Angeles, California, 1965. 663
34. Urban Renewal Plan for the Pringle Creek Urban Renewal Project, Project No. Ore. R-27, Urban Renewal Agency of the City of Salem, Oregon, December 30, 1971. 685
35. Urban Renewal Plan for the Urban Renewal Area Which Includes the Entire North Salem Neighborhood Development Program, Project No. Ore. NDP A-6, Urban Renewal Agency of the City of Salem, Oregon, adopted August 14, 1972. 666
36. Pringle Creek Urban Design Study, Mitchell, McArthur, Gardner, O'Kane, Portland, Oregon, 1972. 685
37. Economic Market Analysis Study: The North Salem NDP, Patterson, Langford, and Stewart, Medford, Oregon, 1972. 059

COG
Library File
Number

HOUSING

38. Salem Housing, The Need, Urban Renewal Agency of the City of Salem, Oregon, Rev. October 1970. 621
39. FHA Housing Market Analysis – Salem, Oregon 623
- As of March 1, 1972, prepared by Department of Housing and Urban Development, Federal Housing Administration, Economic and Market Analysis Division, Washington, D.C.
40. City of Salem Housing Inventory, Department of Community Development, Housing and Urban Renewal. ---
- (Draft; to be published July 1973)
41. Regional Housing Activities Handbook, Mid Willamette Valley Council of Governments. ---
- (Draft; to be published about August 1, 1973)
42. An Analysis of the Greater Salem Area Apartment Market, prepared by Pacific Research Associates, Inc., Portland, Oregon, November 1, 1972, for the First Federal Savings and Loan Association of Salem. 623

OTHER

43. Industrial Land Needs in Salem, Mid Willamette Valley Planning Council, Salem, Oregon, February 1965. 260
44. City of Salem Capital Improvement Program, January 15, 1971. 171
- (Capital Improvement Program – needed capital improvements in the next ten years)
45. School Site Location Study, District 24J, Mid Willamette Valley Council of Governments, Salem, Oregon, April 1973. 911
46. Comprehensive Plan for Marion County, Oregon, Mid Willamette Valley Council of Governments, Salem, Oregon, May 1972. 015
47. Polk County Comprehensive Plan, Oregon, Polk County Planning Department, Dallas, Oregon. ---
- (Draft; to be published about September 1973)

48. Gravel Resources in Relation to Urban Development in the Salem Area, H. G. Schlicker, State of Oregon, Department of Geology and Mineral Industries, May 1961.

223

URBAN GROWTH

49. Papers and Discussion Outlines, Urban Growth Workshop, Urban Growth Policies Report No. 1, January 27, 1972, Mid Willamette Valley Council of Governments.
50. Combining Public Regulation and Public Compensation to Guide Urban Growth, Urban Growth Policies Report No. 2, by Orval Etter, Associate Professor, School of Community Service and Public Affairs, University of Oregon, Eugene, March 1972.
51. Progress Report on the Proposed Urban Growth Policy and Salem Area Comprehensive Plan, Urban Growth Policies Report No. 3, April 1972, Mid Willamette Valley Council of Governments.
52. The Costs of Urban Growth for the Salem, Oregon Area, Urban Growth Policies Report No. 4, by C. Russell Beaton, Associate Professor, Department of Economics, Willamette University, Salem, Oregon, July 1972.
53. Developmental Effects of an Urban Growth Boundary on the Salem, Oregon Area, Urban Growth Policies Report No. 5, by Donald N. Johnson, Associate Director, Bureau of Governmental Research and Service, University of Oregon, Eugene, July 1972.
54. Governmental Organization for Urban Growth in the Salem, Oregon Area, Urban Growth Policies Report No. 6, by Kenneth Tollenaar, Director, Bureau of Governmental Research and Service, University of Oregon, Eugene, July 1972.
55. Livability and Urban Growth, Decisions and Directions Workshop, November 1972, Salem, Oregon. Edited by Mid Willamette Valley Council of Governments.

**IMPLEMENTATION OF THE
COMPREHENSIVE PLAN ...IV**

IMPLEMENTATION OF THE COMPREHENSIVE PLAN

The Comprehensive Plan is a policy statement that establishes a basic framework, relationship and scale of activities that will guide the future development of the city in a logical manner toward stated goals. Without acceptance of the Plan and tools to implement it, these goals cannot be realized. The first step is understanding by citizens, businessmen, and the decision makers of the principles involved, basic goals and assumptions and finally, policies to carry out these goals. This is a communication process. The second step is the development and utilization of implementing tools. The third step is formal adoption by the City Council and its diligent use as a guide for future growth. Unless the policies and proposals presented in the Plan are accepted and carried out by the City Council, residents and business interests, the long-range plan for the Salem area will have little value.

The Comprehensive Plan must be flexible enough to accommodate changes in community attitudes and desires and for changing conditions in the community. Therefore, the Plan must be evaluated continually and modified as necessary. Upon adoption of the comprehensive plans for Marion and Polk Counties, the Salem Area plan should be analyzed and modified as required to avoid conflicts with the county plans and to achieve continuity and integration.

The Comprehensive Plan is a long-range plan to be implemented over a long period of time, but it also serves as a guide to shorter range policy decisions. In the long range, policy decisions are guided toward common goals; in the short range, the Plan serves as a guide to everyday zoning and subdivision decisions. The Comprehensive Land Use Plan is not a zoning plan and adoption of the Plan does not automatically change zoning designations nor

make uses non-conforming as described in the Zoning Ordinance.

In implementing the Plan, consideration should be given to the economic impact on employment patterns, community needs, and the individual. The property rights of individuals are not contrary to the purposes of the Comprehensive Plan. Such rights are worthy of protection unless clearly contrary to the common good.

Following are legal controls that are implementing tools of the Plan.

Zoning. The traditional device is the Zoning Ordinance. It regulates the use of land by classifying different uses compatible with one another. Applying these zones to the land, business and commercial activities, for example, are logically located with respect to the transportation system and one another, and residential areas are protected. In addition to regulating the use of land, zoning also establishes regulations specifying lot size, building bulk and height, building setbacks and population density, to name a few.

With the adoption of Salem's Comprehensive Plan, the Zoning Ordinance should be modified so that it can best carry out the intent of the Plan. Zoning provisions may allow for better interrelationships between commercial and residential activities, site design standards, performance standards and flexibility in the different zones.

Changes in the zoning map may, at times, be necessary due to the following general reasons:

1. When the change is required to satisfy the public necessity, convenience, general welfare, or good zoning practice.

2. When the change is in substantial conformance with the specific recommendations of the adopted Comprehensive Plan or the obvious intent of the Plan; or
3. When an area is annexed to the city.

An accepted philosophy contained in guides to zoning is that zoning and changes in zoning should be based on community-wide or neighborhood-wide considerations and not on individual gain.

Chapter III of the Salem Zoning Ordinance contains requirements for holding public hearings, giving notice of public hearings to the general public and to affected property owners and describes how the notices shall be mailed, posted, and published.

Uses which are non-conforming to the zoning ordinance should be encouraged to relocate to a more suitable area; however, they may be continued as long as provisions of the zoning ordinance are not violated. (See Chapter 114) Uses which do not conform to the Comprehensive Land Use Plan may also continue under provisions of Chapter 114.

Changes must be approved by the Planning Commission and adopted by the City Council before they become effective.

Recommendation:

It is recommended that upon adoption of the Comprehensive Plan, review of the zoning ordinance and designations be undertaken on a neighborhood basis. Maximum involvement of neighborhood planning groups should be encouraged in this process. It is believed that a rezoning program can achieve broad public understanding and support when neighborhood groups are given the responsibility of advising the Planning Commission.

Subdivision Ordinance. The Subdivision Ordinance controls the manner in which land may be subdivided into parcels. Its purpose is to assure the subdivision of land occurs in a

coordinated manner with other developments and that the subdivision meets standards for minimum block and lot sizes, streets, relationship of streets to the City's street plan, and may provide for open space, schools, and other public facilities. Undergrounding of utilities may be imposed. The Subdivision Ordinance is a valuable and necessary tool for the implementation of the Plan and for quality development.

Planned Unit Developments. The Zoning Ordinance permits the flexibility of siting and bulk of buildings, parking, open spaces and density. The purpose is to provide for a better development than would result from strict application of the subdivision regulations and Zoning Ordinance. It is a valuable tool to improve the quality of development and provide for compatible mixtures of housing types.

Capital Improvements Program. A Capital Improvements Program (CIP) provides the link between the planning effort and the operational budget of the City.

By way of definition, capital improvement programming is the scheduling of selected physical plans and facilities for the City over a certain time period. These improvements are based on a series of priorities, according to the need for such improvements and according to the City's present and expected financial position.

Completion of the comprehensive plan provides the City with an opportunity to demonstrate its commitment to the Plan by taking the first step to convert the plan's recommendations into actionable projects.

Capital improvement programming helps to:

1. Provide for coordination of the expenditures of several departments.
2. Present to the public a profile of the development needs of the community.

3. Provide the private citizen with some indication as to timing and priorities of a particular project of concern.
4. Provide a guide to the private investor.
5. Present an opportunity to key improvement projects with federal aid programs to obtain the maximum matching funds for each locally-provided dollar.
6. Program purchase of land in advance of improvement resulting in savings to the taxpayer.
7. Contribute to a more balanced program of bonded indebtedness.

Generally, a capital improvement project involves seven steps:

1. Declaration by the mayor and city manager that the City would undertake a capital improvement program keyed to a specified time period.
2. A listing by each city department of the major projects and improvements anticipated within the time period.
3. Establishing priorities.
4. Determining the manner by which each element of the program will be financed.
5. Adoption of the program by the City Council.
6. Annual review to modify and reschedule projects where advisable.
7. Advancing the capital improvement program annually.

Recommendation:

It is recommended that the City initiate the development of a 6-Year Capital Improvement Program for the period 1973-74 through 1978-79, to be reviewed annually, with the

Salem Planning Commission as the reviewing body. This process of review and recommendation by the Planning Commission and establishment of priorities would be an annual one.

Other Implementing Tools

Advice and Consultation. Advice and consultation on the part of the Planning Commission and professional staff can be a very effective tool of communication between developer and the Planning Commission, or the Planning Commission and the City Council.

Inducements. Inducements by the Governing Body used to encourage certain types of private development can contribute significantly to the public good. Usually these inducements relate to favorable financial arrangements such as: low-interest loans, tax exemptions, aids in land acquisition, or direct subsidy payments. Certain land controls may be altered to provide positive inducements to develop in a more favorable manner.

An example would be in planned unit developments whereby larger parcels of ground may be developed with more latitude as regards site development, common areas and open space than is possible through traditional zoning controls with residential densities similar to the zone in which it is to be located.

Building Construction Codes

Building construction codes establish minimum standards for new buildings, additions, rehabilitation and changes of use. These codes include: building, plumbing, mechanical, electrical and sign codes. These codes set standards for structural strength, fire prevention and safety of plumbing, electrical, and heating work.

They have little effect in preventing blight in built-up, older neighborhoods. All except the sign code are latest editions of nationally

recognized model codes and are enforced by the Public Works Department.

The Building Code provides for condemnation of unsafe buildings.

Abatement Codes

The Housing and Nuisance Abatement Codes are used to improve housing and appearance standards in the community.

The Housing Code sets minimum standards of sanitation, safety, and welfare for residential property. The Standards are lower than those set under the building construction codes. The Housing Code can be used to improve housing which has become unsafe due to construction before codes were adopted and to improve situations involving overcrowding, and lack of, or improper maintenance.

The Nuisance Abatement Code applies to abandoned cars, junk, and garbage.

Development Aids

Many of the development policies which are a part of this Comprehensive Plan can be carried out with financial assistance from the Federal and State governments. Some of the programs under which the City may qualify for financial grants are Urban Renewal, Neighborhood Development Plan, the Open Space Program, Land and Water Conservation Fund, and the TOPICS program (traffic operation to provide increased capacity and safety). These programs are administered by various city agencies and specific details may be obtained from the appropriate department.

Parks and Open Space Programs Federal, State, and Local Grants are available for the acquisition and improvement of land for Parks and Open Space. Federal Grants such as the Department of Housing and Urban

Development's Open Space Programs, and the Bureau of Outdoor Recreation's Land and Water Grants may be used for improving the living environment with landscaping beautification or by providing public parks and support facilities. The Willamette River Park System and Marine Facility Grants, administered by the State, aid in the acquisition and development of marine-related facilities. Local Trust Funds and private donations also aid tremendously in the acquisition and development of public parks.

Street Improvements. Funds for development of streets usually come from the following sources:

1. State allotment of highway user fees collected on gasoline and motor vehicle registration.
2. Assessments against benefited properties.
3. Property tax revenues.
4. Federal and State matching funds.

Additional funds are available under the TOPICS program, which provides funds for projects that will increase the traffic capacity or safety of streets.

Bicycle Paths. In accordance with legislation approved in 1971, 1 percent of the funds received by cities and counties from the State gasoline tax must be used for the development of bicycle paths.

Mass Transportation. Under the Department of Transportation's Capital Grant Program, assistance is provided to state and local public agencies in financing the acquisition, construction and improvement of facilities and equipment for use in mass transportation services in urban areas.

Grants for Basic Public Water and Sewer Facilities. The Housing and Urban Development Act of 1965, Section 702, provides grants to assist in the construction of basic sewer and water facilities. Projects which qualify for water facilities grants are those for storage, treatment, or distribution of water. Sewerage facilities grants are for collection and treatment of sewerage and can also be used for collection, transmission and discharge of water caused by rainfall or ground-water runoff.

Water Pollution Control Projects. This program is administered by the Federal Water Quality Administration and provides funds for waste treatment facilities including interceptors and outfall sewers.

There are numerous other categorical grant programs available to local jurisdictions from the Federal government, as well as sources of funds from the State and many non-governmental organizations.

COMMUNITY DEVELOPMENT PROGRAMS

The following programs are administered by the Urban Renewal Agency and Department of Community Development. Reports and information on urban renewal activities and other programs can be obtained from this agency.

Urban Renewal

Urban renewal programs are authorized under Title I of the Housing Act, as amended.

Urban renewal provides for the rehabilitation, upgrading, or redevelopment of areas of the city that are deteriorated or blighted. It can be applied to business areas or residential areas and can take the form of programs for enforcement of housing codes, rehabilitation of residential areas, or total demolition and

clearance of areas. Land thus cleared is then sold to public and private developers to be redeveloped in accordance with the urban renewal plan. Federal funds can be used for acquisition, demolition and site improvements, such as water and sewer facilities, streets, and sidewalks. The Federal government will pay up to two-thirds of the cost of planning and execution of renewal projects. Public improvements, when funded by the city, may count as the city's one-third share of the cost.

The detailed urban renewal plan must conform to the general plan for the area and thus is a means to carry out the intent and purpose of the general plan.

Hollywood Urban Renewal Project

This urban renewal project is approximately 18 acres in size. It is basically a clearance project. Redevelopment will be in the form of convenience shopping center, theater, bank, apartments, and service station.

Major public improvements involve the realignment of Capital Street and widening and improvement of Fairgrounds Road.

Central Salem Development Program

The objective of the Central Salem Development Program was the preparation of a development plan for the Central Salem area described as the General Neighborhood Renewal Area. The intent of the plan is to program urban renewal activities when, in the interest of sound community planning, it is desirable that urban renewal plans be based on an overall concept.

The GNRP is a preliminary plan which outlines the urban renewal activities proposed for the Central Salem area and provides the framework for the preparation of urban renewal plans. The plan indicates generally

the land uses, population density, building coverage, prospective requirements for rehabilitation and improvement of property, and any portions of the area contemplated for clearance and redevelopment. A General Neighborhood Renewal Plan application was filed by the Urban Renewal Agency in March 1967 for an area encompassing all of the downtown area.

Pringle Creek Urban Renewal Project

An 18-block area is included in the Pringle Creek Urban Renewal Plan. The first project area encompasses 5½ blocks and improvements will include clearance and redevelopment of most of the area. Other improvements will involve opening and landscaping the Mill Race, construction of pedestrian and bike paths through the area and major street and utility improvements. Primary developments for this project include a new State Accident Insurance Fund Building, the first city-owned parking structure and 62 units of elderly housing. This is the first renewal project to carry out the intent of the Central Salem Development Program.

Neighborhood Conservation Projects

Conservation Projects are federally assisted Code Enforcement programs designed for neighborhoods that are basically sound, but are beginning to show signs of deterioration and blight. Federal assistance includes outright Federal grants for low-income owner-occupants and low interest (3 percent) loans to help property owners to bring their homes up to the minimum standards for health and safety as required by the City of Salem's Housing Code. The City provides a housing inspection service and the project staff provides practical assistance to the homeowners to help meet the goals of the program.

Information about the programs is brought to the property owners at block coffees and individual house calls. Various public

improvements are part of the program, such as: paving unimproved streets and alleys, street widening, new sidewalks, sidewalk repair, and storm drains.

Neighborhood Development Program

The Neighborhood Development Program (NDP) was authorized by Section 131, Title I of the Housing Act of 1949, as amended in 1968. It was conceived as a program for community development action projects. Some objectives of this program are:

- To accelerate community development with visible improvement in neighborhoods by allowing the planning and implementation of improvement programs to be undertaken concurrently.
- To permit more effective management in development activities and provide more flexibility and quicker response to needs of residents and private developers.

NDP provides for an effective means of carrying out planning and development activities. One of its major adaptabilities is to areas where primary emphasis is to conserve and improve existing residential neighborhoods. Emphasizing annual activities, this program of yearly planning and action projects can respond accurately and swiftly to local public and private needs as they become recognized.

The neighborhood plan is an extension of the general plan for the area. It is sufficiently detailed to describe the development objective sought, the kind and pattern of land uses, and location of public facilities. It also describes the manner in which available community development programs will be utilized in implementing the plan.

The NDP activity program goes one step beyond the neighborhood plan. Done on an annual basis, it defines the specific tasks and

jobs required to be performed during the year to carry out the statements in the plan within the given geographic area. The activity program takes those general goals in the development plan and describes what physical steps must occur to accomplish them.

An application was submitted to the Department of Housing and Urban Development for funding under this program in June 1971. The program encompasses approximately 650 acres in the North Salem predominately residential neighborhood.

Tax Allocation Bonding. In addition to the above described methods of financing urban renewal projects, State law and Salem's Charter permit renewal funding from the sale of tax revenues generated by the increased value within an urban renewal project following redevelopment of the area. The funds can be used to provide the local share of a Federally-assisted project or to execute a totally local renewal program.

Revenue Sharing. The Federal government entered into a program of General Revenue Sharing in late 1972. Proposals are being considered by Congress for "Special Revenue Sharing" in various areas including community development and transportation. The Community Development Special Revenue Sharing is to consolidate existing categorical grant programs in Urban Renewal rehabilitation loans, model cities, water and sewer, and open space.

NEIGHBORHOOD PLANNING

The neighborhood planning program provides a mechanism for residents to participate in local governmental planning and decision making as it affects the development of their neighborhoods.

Citizen organizations participating in this program are advisory to the Planning Commission and the City Council on matters affecting the growth and development of their neighborhoods. With the assistance of professional staff, the neighborhood organization may develop neighborhood plans and proposals with respect to such things as land use, zoning, parks, open space and recreation, housing, transportation and traffic, and other factors affecting the livability of their neighborhoods.

The program was begun on a pilot basis in early 1972 with the recognition of two neighborhood groups, Faye Wright in South Salem and Northgate in North Salem. In January 1973, the Common Council approved plans for expanding the program to all areas of the city beginning in July 1973.

The Neighborhood Planning Program is a joint program of the Department of Community Development and the Salem Planning Department.

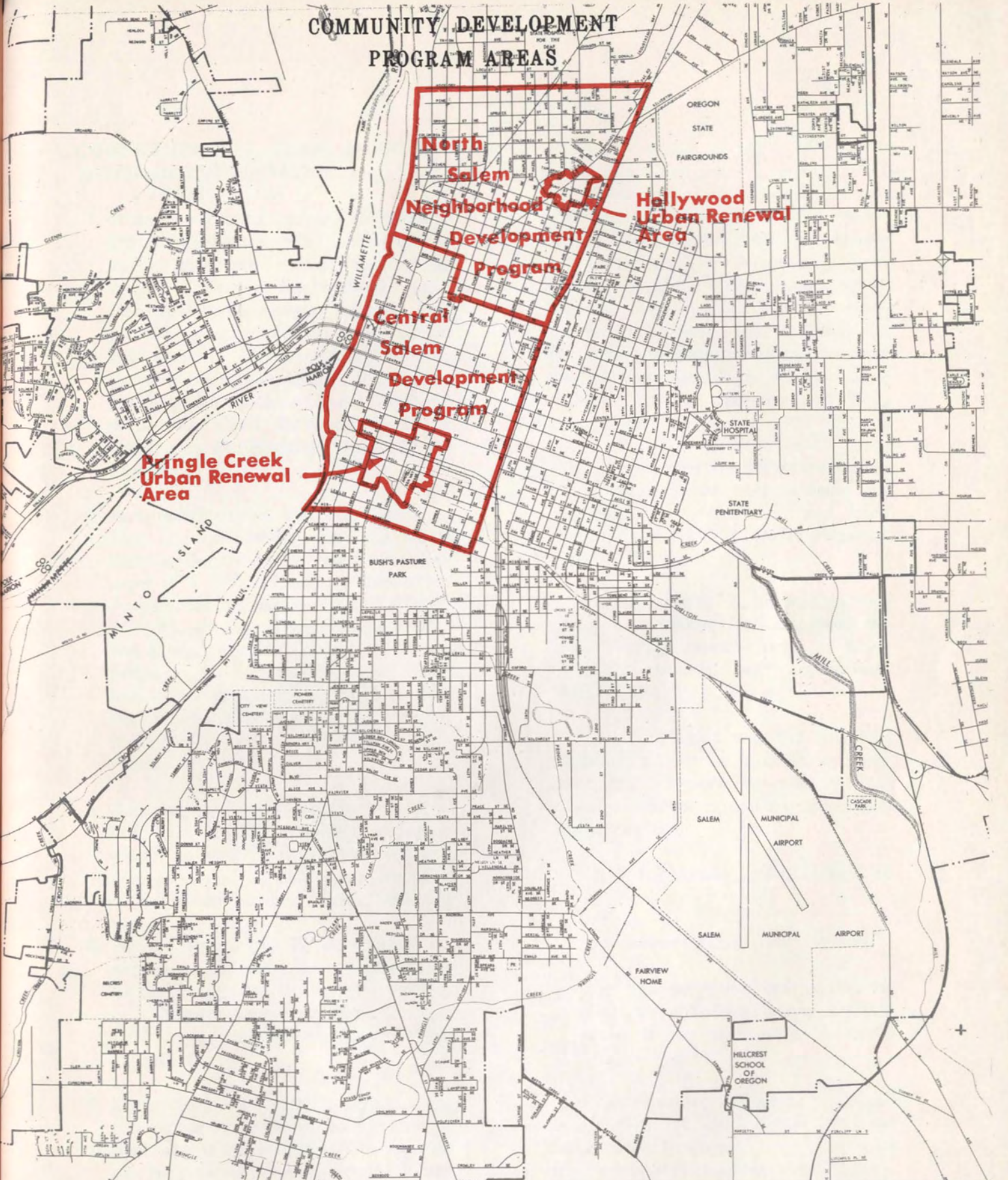
COMMUNITY DEVELOPMENT PROGRAM AREAS


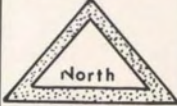
North Salem Neighborhood Development Program

Central Salem Development Program

Bringle Creek Urban Renewal Area

Hollywood Urban Renewal Area



LEGEND	
	PROJECT BOUNDARIES
	
North	
Not To Scale	
Map No. 7	

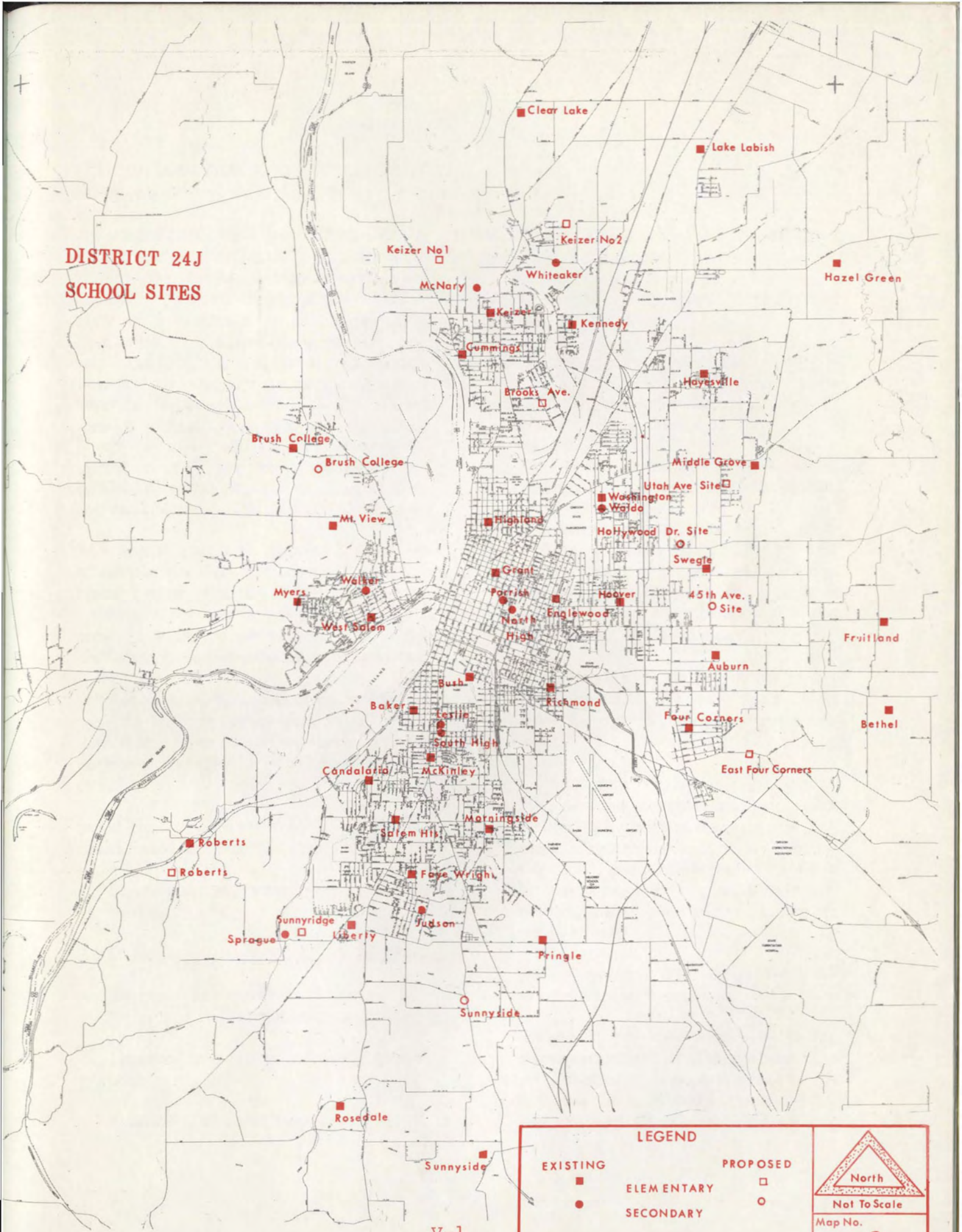
COMPREHENSIVE PLAN IMPLEMENTATION RECOMMENDATIONS:

1. It is recommended that upon adoption of the Comprehensive Plan, review of the zoning ordinance and designations be undertaken on a neighborhood basis. Maximum involvement of neighborhood planning groups should be encouraged in this process. It is believed that a rezoning program can achieve broad public understanding and support when neighborhood groups are given the responsibility of advising the Planning Commission. (From Page IV-2)
2. It is recommended that the Mayor and City Manager jointly with the Salem Planning Commission initiate the development of a 6-Year Capital Improvement Program for the period 1973-74 through 1978-79, to be reviewed annually, with the Salem Planning Commission as the reviewing body. This process of review and recommendation by the Planning Commission and establishment of priorities would be an annual one. (From Page IV-3)
3. Desirable residential densities for neighborhoods must be established to assure proper utilization of the land resource and economic capability in providing needed urban services. (From Page III-3)
4. Priority areas must be determined for extension of basic urban services in a logical pattern and development policies established for areas not slated for such services until well into the future. (From Page III-3)
5. Landscaping of shopping districts and elimination of the present proliferation of signs should be undertaken to improve the appearance of our streets. (From Page III-6)
6. The Salem Planning Commission recommends that the seven-block area between Mill Creek and River Street N.E., Front Street N.E. and the Willamette River be retained in industrial use for the immediate future. However, they feel this area should be considered for ultimate residential and commercial use in subsequent revisions to the Comprehensive Plan. (Page III-8)
7. It is recommended that a route be located as a logical connection between the proposed Kubler Boulevard and River Road South and the Dallas Highway. (Page III-13)
8. It is recommended that a median strip policy be developed to implement the goal to include median strips in future principal arterials and expressways. (Page III-13)
9. It is recommended that the following designations be made in order to implement the transportation plan through administration of zoning and subdivision ordinances:
 - a. the functional classification of streets,
 - b. the number of lanes proposed, and
 - c. the required right-of-way widths for each segment of arterial and collector street in the major street network. (Page III-13)
10. It is recommended that special emphasis be placed on the use of rights-of-way for linear parks, landscaped open space, and for bicycle and pedestrian trails system. (Page III-13)


11. It is recommended that access controls be included in the design of East Cordon Route. (Page III- 13)
12. It is recommended that a street landscape and design plan be developed and adopted by the various governmental agencies to implement the landscaping of streets as proposed in SATS Vol. III. This plan should be an integral part of an overall community environmental design program. (Page III-13)
13. Sign and mark, with official signs, those streets which have been approved as bikeways. (Page III-21)
14. Begin a program for providing lanes for bicycles separate from auto traffic lanes on designated streets. (Page III-21)
15. Continue a program of constructing bike paths and trails in off-street locations. (Page III-21)
16. Continue a program of constructing curb ramps on sidewalks that are available for use by bicyclists. (Page III-21)
17. Encourage provision of bike racks in shopping areas, at schools, parks, libraries, and other public and private buildings. (Page III-21)

**SCHOOL LOCATION
AND DEVELOPMENT POLICIES ...V**

DISTRICT 24J SCHOOL SITES



LEGEND	
EXISTING	PROPOSED
■	□
●	○
ELEM ENTARY	
SECONDARY	



North
Not To Scale
Map No. **8**

SCHOOL LOCATION AND DEVELOPMENT POLICIES

An integral part of the Salem Comprehensive Plan is school planning. It is fundamental in guiding the future development and site selection of schools. The objective of school planning is to outline the guiding principles that will aid the school board, planners, and architects in selecting the most suitable location for a school and its associated school grounds. The examination of certain relevant factors such as population growth, school board policies, educational philosophies, evaluation of existing school plants, etc., all give notice of the importance of establishing and maintaining a high standard for schools.

The school site is an important factor in school planning. Site qualities may enhance or hinder performance of educational functions. Together the school building and site should create a setting in which basic educational policy can be accommodated, not obstructed.

Schools attract and encourage residential growth. Therefore, the location of future schools should be coordinated with the transportation and development plans for the community.

Some factors to consider in evaluating proposed school sites are:

1. Convenience and accessibility to users of the building.
2. Character of neighborhood environment.
3. Physical characteristics, including soil limitations and susceptibility to flooding.
4. Location in relation to urban growth boundary.
5. Availability of urban services.

6. Size of site and adequacy for off-street parking and for athletic areas.
7. Consistency with area's comprehensive plan.

The following policies, developed in conference with local school officials, are those proposed for the location and development of schools in the Salem urban area.

1. Elementary schools should be located in the center of residential neighborhoods.

The neighborhood limits should correspond to the surrounding traffic arterials, railroads, and other physical or natural barriers. In this connection, a study is essential of the transportation and land use plans for the Salem area.

2. Junior and senior high schools should have adequate, safe and direct access from the community's major street network.

Because of the traffic that is generated by school-related activities and by senior high school students driving to school, direct access to major streets is necessary. Otherwise, this traffic is routed through a residential neighborhood resulting in congestion, noise and safety hazards to young children.

3. School and park sites should be developed as a contiguous unit.

Instead of providing nine acres for an elementary school of 400 enrollment and six acres for a neighborhood park, the two may be combined to better advantage on perhaps 12 acres thus saving

taxpayer dollars and actually improving the school and recreation program.

The purposes, programs and activities of the School District and the Regional Parks and Recreation Agency are overlapping and interrelated. The COG will, therefore, continue to assist the two agencies in the Joint Park-School Acquisition, Development and Use Program on which they have cooperated in recent years. In this way, it will be possible to avoid duplication of facilities, reduce cost to the schools and the city, and provide optimum use for educational and community recreational purposes.

4. Recreation and school physical activity facilities should continue to be planned, financed, operated and maintained on a cooperative basis.

The City and School District have formalized their working agreement to cooperate in a program of community recreation within the School District. This combined use creates an educational and recreational center which provides more adequate area and facilities without the duplication of cost.

5. The schools should be developed to serve multiple community purposes.

In addition to the major function of providing an education for children, a public school can become a community focal point. Utilization of school facilities after school hours and during summer vacation for supervised play, for vocational courses and adult education is recommended. A well-developed school can also provide a meeting place for community clubs, parents' clubs, churches, theater groups, space for community dances, facilities for Scouts, 4-H, etc. and thereby help in the development

of a well-organized and highly desirable community.

The School Board has established a policy of constructing new schools so that the restrooms have an outside opening to serve people on the playground. The district should continue to implement its new practice of extended use of the music rooms, gymnasiums, libraries, multi-purpose rooms, etc., so the community education and recreation officials can provide organized and supervised indoor recreation and adult education programs. In this way, maximum utilization of buildings and equipment will be possible.

Through joint use, greater benefit can be derived from valuable equipment which would otherwise be inoperative and therefore uneconomical. A community school program has been started in a few schools to help the neighborhoods use their school buildings as community centers. Courses and projects are offered to fill the needs of many people, young and old. It is hoped that this program can be expanded to include more schools in the future.

6. The size of the site should, if possible, exceed the minimum standards set forth by the State Board of Education. If future expansion is not feasible, the original site should be of sufficient size to meet the minimum standards when the attendance zone is at predicted ultimate enrollment. There should be enough space to accommodate all school and related community activities, including off-street parking, without encroaching upon the rightful space and quiet of adjacent homes.
7. Selection of school sites should be based on cooperative planning, investigation of

zoning ordinances, study of present and future population trends, and trends of commercial and industrial development.

RECOMMENDED MINIMUM ACREAGES FOR SCHOOL SITES

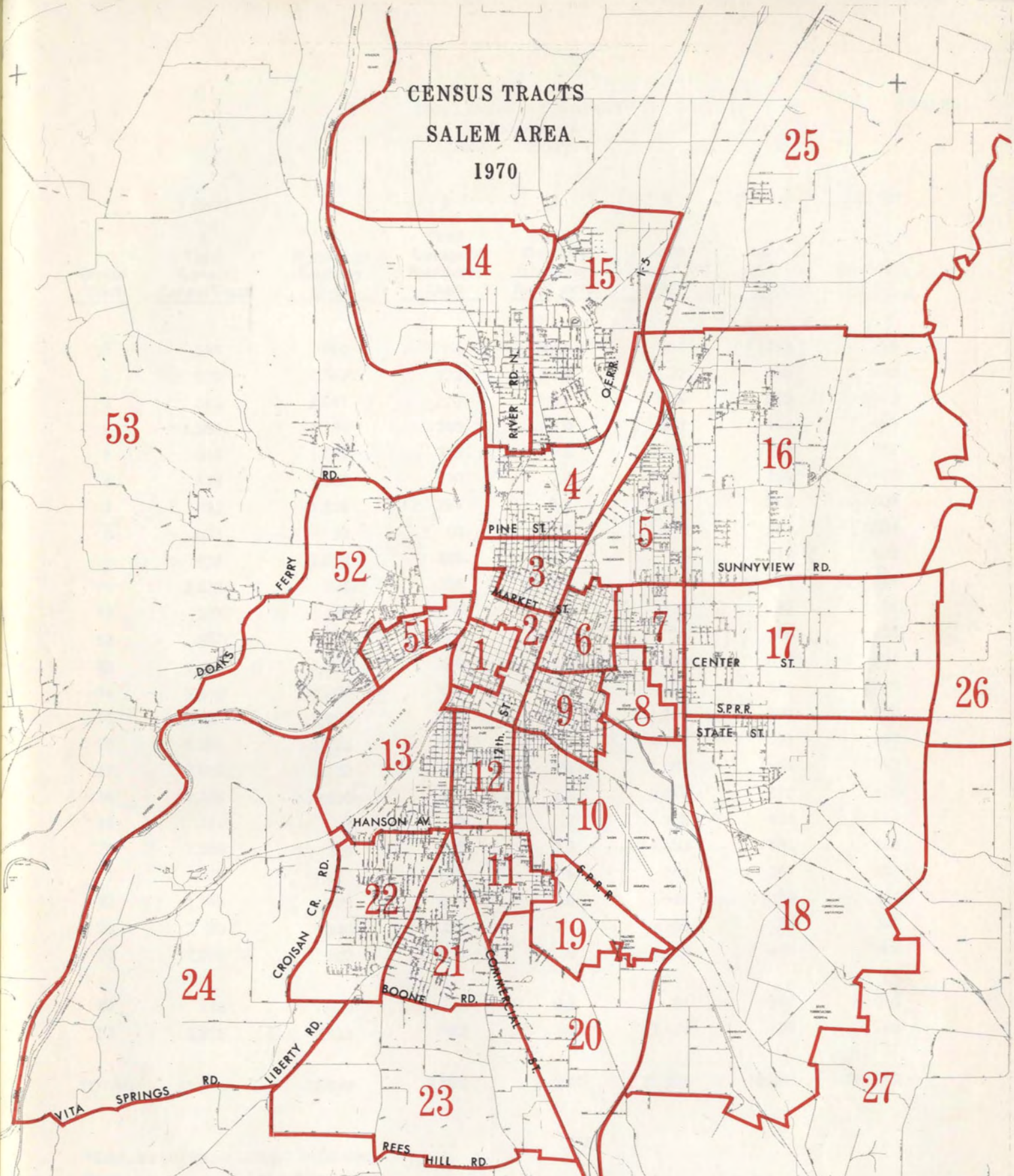
<u>Standards</u>	<u>Elementary</u>	<u>Jr. High</u>	<u>Sr. High</u>
State Board of Education	5 ^A	10 ^A	10 ^A
School Administration, District 24J ^B	10	20	25
National Council on Schoolhouse Construction	10	20	30

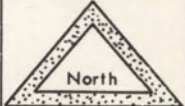
^AThe formula for increasing the size of the sites as enrollment increases is as follows:

Add an additional acre for each 100 pupils of predicted ultimate enrollment. This formula applies to each of the three types of schools.

^BDistrict 24J Standards

CENSUS TRACTS
SALEM AREA
1970



LEGEND	
3	CENSUS TRACT NUMBER
—	CENSUS TRACT BOUDARY
 North Not To Scale	
Map No. 9	

1968 LAND USE SUMMARY
By Census Tract
Salem, Oregon Area

TABLE I

	1 (5+7)	2	3	4	5	6 1-(3+5)	7 (3+6)
Census Tract	Total Acres in Census Tract	Number of Dwelling Units	Total Acreage in Residential Use ^a	Density Dwelling Units Per Resid. Acres	Acres Unused and in Agric.	Acres in All Other Uses ^b	Developed Acres
1	314	760	51	15.0	10	253	304
2	521	1,399	123	11.4	32	366	489
3	513	2,041	222	9.2	28	263	486
4	1,354	1,194	240	5.0	671	443	683
5	997	1,557	335	4.6	238	424	759
6	478	1,962	270	7.3	12	196	466
7	692	1,305	257	5.1	85	350	607
8	381	29	20	1.5	0	361	381
9	538	2,613	290	9.0	31	217	507
10	2,472	898	236	3.8	713	1,523	1,759
11	607	1,195	402	3.0	112	93	495
12	562	1,683	260	6.5	34	268	528
13	1,711	1,269	282	4.5	810	619	901
14	2,913	1,567	440	3.6	1,884	589	1,029
15	2,061	1,834	615	3.0	1,055	391	1,006
16	5,754	1,826	852	2.1	4,501	401	1,253
17	2,979	1,188	508	2.3	1,987	484	992
18	7,765	1,404	519	2.7	6,576	670	1,189
19	724	3	10	.3	220	494	504
20	1,869	336	252	1.3	1,430	187	439
21	1,021	1,402	531	2.6	243	247	678
22	1,348	1,533	515	3.0	594	239	754
23	3,130	346	312	1.1	2,733	85	397
24	7,089	302	504	.6	6,129	456	960
51	416	873	94	9.3	61	261	355
52	3,485	1,533	582	2.6	2,197	706	1,288
TOTAL	51,694	32,052	8,722	3.7 ^c	32,386	10,586	19,209

^aExcludes group quarters and institutions

^bIncludes streets, railroads and water areas

^cDensity of total dwelling units per total residential areas

TABLE II
1968 LAND USE AND ZONING COMPARISON
CITY OF SALEM

	<u>Acres Zoned</u>	<u>%</u>	<u>Acres Actual Use</u>	<u>%</u>
Single Family	5,417	34.6	4,002	25.6
Duplex	87	.5	67	.4
Multi-family	887	5.6	595	3.8
Commercial	1,619	10.3	709	4.5
Industrial	1,482	9.1	524	3.3
Public	2,194	14.0	1,708	10.9
Vacant	-	.0	4,023	25.7
TOTAL	11,628	74.4	11,628	74.4
Streets, Alleys, etc.	3,989	25.5	3,989	25.5
TOTAL CITY	15,617	100.0	15,617	100.0

TABLE III
1968 SUPPLY OF INDUSTRIAL LAND
SALEM AREA

	<u>Acres Zoned</u>	<u>Acres Actual Use</u>
Inside City Limits	1,482	524
Outside City Limits	1,399	173
TOTAL	2,881	697

TABLE IV
1970 POPULATION AND HOUSING UNITS
BY CENSUS TRACTS

C.T.	Notes	Total Population	Total Housing Units	Pop. Per Dwelling Unit	Pop. in Housing Units	Group Quarters Pop.
1	(Central Salem	1,369	1,006	1.3	1,267	102
2	Development Area)	3,897	1,386	2.0	2,710	1,187
3		4,864	2,018	2.5	4,754	110
4		3,995	1,388	2.8	3,659	336
5	School for Deaf	4,688	1,622	3.0	4,640	48
6		5,164	2,025	2.5	5,164	122
7		3,562	1,489	2.5	3,628	79
8	State Hosp., Pen.	2,478	27	4.0	103	2,375
9		6,083	2,744	2.3	5,995	88
10	Airport	2,342	1,003	2.5	2,333	9
11		4,099	1,315	3.2	4,099	0
12		4,284	1,691	2.6	4,284	0
13		3,461	1,372	2.6	3,436	25
14		4,963	1,604	3.2	4,946	17
15		6,273	1,998	3.2	6,267	6
16		6,837	2,120	3.3	6,803	34
17		4,125	1,300	3.2	4,047	78
18	Pen. Annex	5,629	1,650	3.2	5,086	543
19	Fairview, Hillcrest	2,296	59	1.9	93	2,203
20		1,210	375	3.4	1,210	0
21		5,014	1,624	3.2	4,960	54
22		5,688	1,708	3.4	5,604	84
23		1,284	401	3.3	1,272	12
24		925	288	3.4	915	10
25		4,926	1,682	3.2	4,788	138
26		1,841	547	3.5	1,831	10
27		3,658	1,062	3.4	3,489	169
28		1,073	330	3.3	1,073	0
51		2,023	894	2.4	2,010	13
52		4,973	1,620	3.0	4,673	300
53		3,327	1,085	3.2	3,299	28
TOTAL		116,351	39,433		108,438	8,180

15750
100601