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<b>Title:</b>	Salem Area Comprehensive Plan
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### ***Abstract***

Identified as a model for Oregon by the Land Conservation and Development Commission, Salem’s comprehensive plan identifies specific areas called public investment areas (PIAs) where improvements are focused. Their purpose is to coordinate and concentrate investments for urban services, such as sewer, water, drainage, streets, parks, and schools, to provide full-serviced land for development, and to reduce the amount of dispersed development. Salem’s focused public investment plan (FPIP) ensures that planned projects are timed so that services are provided to developing areas in a coordinated way.

### ***Resource***

#### **I. INTRODUCTION**

The Salem Area Comprehensive Plan is a long-range plan for guiding development in the Salem urban area and its relationship with Salem/Keizer urban area for the next 20 years. The goal of the Plan is to accommodate development in a timely, orderly and efficient arrangement of land uses and public facilities and services that meets the needs of present and future residents of the Salem urban area.

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

#### **A. PLAN HISTORY**

The Salem Area Comprehensive Plan was first adopted by Salem, Marion and Polk Counties in 1973. Conditions have changed since 1973 and the Plan has been reviewed and revised accordingly. The adoption of State Land Use Goals in 1974 mandated a revision process to conform the Plan and implementing ordinances with State goals. Plan changes initiated after community wide workshops in 1976 lead to Land Conservation and Development Commission acknowledgment of the revised plan in May, 1982. A challenge of the 1982 Urban Growth Boundary lead to a 1986 amendment of the Plan that reduced the designated urbanizable area by 2,400 acres. The incorporation of Keizer as a city in 1982 precipitated a separate Keizer Comprehensive Plan, adopted as a Salem Area Comprehensive Plan post

acknowledgment amendment. In 1988 State planning rules called for the "periodic review" and update of the entire Plan. This Plan reflects periodic review and subsequent officially adopted revisions.

## **B. OBJECTIVES**

The objectives of the Salem Area Comprehensive Plan are:

- a. To relate in one document the many planning efforts in the Salem community.
- b. 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.
- c. 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.
- d. To identify the geographical limits of future urban development within which basic urban services can be most efficiently and economically provided.
- e. To coordinate the growth and development of the City of Salem with that of both Marion and Polk Counties and the City of Keizer.
- f. To encourage the community to adopt and implement policies and procedures which will promote orderly growth within the urban area.
- g. To set a framework that assures concurrence in issues of regional interest and at the same time allows local guidance of day to day development issues in the Salem and Keizer urban areas.

## **C. STRUCTURE OF THE PLAN**

The Plan consists of two tiers, or levels, of goals and policies. One level reflects the Regional Policies, applicable to the entire area within the Urban Growth Boundary, i.e., the Salem/Keizer Urban Area. All four local jurisdictions concur in these policies, and all must agree to any revisions.

The second level of the Plan pertains to the Salem Urban Area. This portion of the Plan has been agreed to by the City of Salem and Marion and Polk Counties. In like manner, planning in the Keizer Urban Area is governed by the Regional Policies and the Keizer Comprehensive Plan.

## **D. BACKGROUND INFORMATION**

Background information relating to the Plan is substantial. Pertinent materials are cited and cataloged in two resource documents: Salem Area Comprehensive Plan: Periodic Review Local Review Order, 1990 and Salem Area Comprehensive Plan: Conformance with State Land Use Goals. In addition, neighborhood plans and detailed plans prepared by the City of Salem to augment the policy base are itemized in Salem Revised Code (SRC) Chapter 64.

## **II. DEFINITIONS AND INTENT STATEMENTS**

### **A. LAND USE PLAN MAP (Comprehensive Plan Map):**

The Land Use Plan Map is a necessary element of a comprehensive plan. ORS 197.015(4) provides:

"Comprehensive plan" means a generalized, coordinated land use map and policy statement of the governing body of a state agency, city, county, or special district that interrelates all functional and natural systems and activities relating to the use of lands including, but not limited to, sewer and water systems, transportation systems, educational systems, recreational facilities, and natural resources and air and water quality management programs. "Comprehensive" means all-inclusive, both in terms of the geographic area covered and functional and natural activities and systems occurring in the area covered by the plan. "General nature" means a summary of policies and proposals in broad categories and does not necessarily indicate specific locations in any area, activity, or use. A plan is "coordinated" when the needs of all levels of governments, semipublic and private agencies, and the citizens of Oregon have been considered and accommodated as much as possible. "Land" includes water, both surface and subsurface, and the air."

#### **1. Intent:**

The intent of the Salem Area Comprehensive Plan is to project a goal - the most desirable pattern of land use in the Salem area. This pattern, as represented on the Comprehensive Plan Map, indicates areas appropriate for different types of land use. The pattern takes into consideration the transportation network, the location of public facilities and utility systems, and the needs of the people which are important to the creation and maintenance of a healthful and pleasing urban environment.

To ensure that the anticipated urban land use needs are met, the Plan Map demonstrates a commitment that land for a wide variety of uses will be available at appropriate locations as needed. There are two approaches to achieving this commitment. One approach is the rezoning of land in quantities sufficient to accommodate land use demands identified for the planning period. Another approach is through the phased provision of land over time, through annexation and rezoning in response to demand for specific land uses.

The first approach is the most direct. However, it presumes that sufficient knowledge is available to identify market conditions twenty years hence. It runs the risk of artificially inflating land prices, diminishing the economic life of the present use, and designating property for more intensive use before public facilities and services are available.

The second approach, in contrast, is to phase urbanization and rezonings over time. In using this method, jurisdictions develop and administer plans, plan policies, and implementing mechanisms that are responsive to changing and evolving land demands yet recognizing existing zoning. To provide a level of predictability through the planning period, and ensure that sufficient lands will be made available, the second approach requires that the direction of the jurisdiction be set forth in the plan. This is achieved through identification in map form of anticipated land use and policy. The intent of this approach is to retain flexibility in the plan in order to remain responsive to changing conditions, and yet recognize the legitimacy of the existing zoning and the dynamic process of plan implementation.

It is the latter approach that the Salem Area Comprehensive Plan has taken. Thus the land use pattern that is shown on the map recognizes the zoning that has developed over time, with general designations of the land uses that are expected to be developed, as a result of: (1) demand, (2) the plan policies and intent statements, and (3) implementing regulations and processes. This Plan recognizes that the land use and zoning are expected to change during the time span of the Plan as conditions change.

## **2. Plan Map Interpretation:**

The Plan is developed with the concept that the Comprehensive Plan map and text are to be used as an integrated whole, with the Plan map being a graphic representation of the text.

Thus, interpretation of the Plan map is a process which rests on the goals and policies expressed in the text. Therefore, in the event a land use proposal is inconsistent with the Comprehensive Plan map or policies, an applicant may file for a Comprehensive Plan amendment.

## **3. Plan Map Designations:**

The Comprehensive Plan Map is a representation of the Plan's goals and policies. The Plan map designations indicate various types of land use. Descriptions of the Plan Map designations follows.

a. Residential:

There are three categories of residential use:

Single	Family	Residential
Multi-Family		Residential
Developing		Residential

The Single Family and Multi-Family Residential categories apply to the portion of the Salem urban area that is currently developed with housing or served by public facilities and suitable for residential development at urban densities. Developing Residential applies to the portion of the Salem urban area that is unserved by public water and sanitary sewers. This designation is largely found outside the city limits and the East Salem Service Districts. Developing Residential represents the area inside the Urban Growth Boundary which is presently unserved but necessary to accommodate development in the next twenty years.

The residential land use categories also accommodate the need for certain support facilities and services, such as schools, parks, and churches, located in proximity to living areas. The intent is to allow these support facilities provided the location, design, and maintenances are compatible with a residential environment.

- 1) Single Family Residential, and
- 2) Multi-Family Residential

The Single Family Residential designation reflects the predominate use pattern in that category. Multi-Family Residential is characterized by a mixture of housing types.

The Single Family and Multi-Family Residential categories of use encompass all types of housing, for example, single family detached, single family attached, manufactured homes, garden apartments, and row houses. The location, density, and style of housing is governed by the zoning code of each local jurisdiction. Changes in use designation to permit higher residential densities is governed by the goals and policies of this Plan and the local rezoning process.

The predominant use of land within the residential designations are for single family and multifamily dwelling units. There are, however, other compatible land uses that are permissible and which provide services to the individuals living in the residential areas. These uses include schools, parks, and churches.

The intent of the residential designations is:

- (a) To retain and conserve the existing sound housing stock;
- (b) To provide for the systematic conversion of sites to more intensive residential uses in accord with development policies and standards;
- (c) To provide and maintain an overall land use pattern in the urban area that is consistent with the service capabilities of the jurisdictions;
- (d) To ensure a compatible transition between various types of housing;
- (e) To provide and maintain a supply of serviced, developable land throughout the urban area for residential and other urban uses, as demand warrants and service capabilities permit;
- (f) To stabilize and protect the essential characteristics of residential environments, including natural features;
- (g) To encourage locating residential development where full urban services, public facilities, and routes of public transportation are available;
- (h) To permit multifamily housing developments which are consistent with development standards and growth policies to blend into the overall fabric of the Salem urban area.

The criteria that will be used to develop an acceptable residential land use pattern will include the following:

- (a) The changing social, physical, and economic factors which take place within an area and its potential long-range effect on land use.
- (b) The desirability for redevelopment and infill within existing neighborhoods to higher densities.
- (c) The necessity of managing urban growth over time in accordance with the ability to provide urban support services such as sewer, water, streets, and recreation, which would occur after annexation.
- (d) The provision of a transitional land use pattern from the urbanized core to the rural area outside the Urban Growth Boundary.
- (e) The need to ensure opportunities for a variety of housing alternatives throughout the urban area.
- (f) The need to provide land for support services to the residents of an area, such as neighborhood shopping facilities, schools, parks, and churches.

### 3) Developing Residential

The Developing Residential designation applies to most urbanizable lands lying outside of the city limits and East Salem Service Districts and unserved by public water and sewer. Currently, the predominant uses within these areas are agriculture and residential on acreage parcels.

The future use of these areas will be primarily for single family and multifamily residential with schools, parks, and churches. A comprehensive plan and zone change would be required for commercial and other types of more intensive development.

The intent of this designation is to hold the properties needed to accommodate future urban development during the next 20 years.

The designation recognizes that:

(a) Full urban services are not immediately available to these lands.

(b) The City and Counties have agreed through Plan policies in the Salem Area Comprehensive Plan that (a) no new service districts will be created within the Urban Growth Boundary to provide sewer, water or fire protection facilities and services, and (b) that, as a prerequisite of urban development, areas must be annexed to the City of Salem before urban facilities and services will be provided

(c) The urban growth boundary was defined to include land necessary for Salem and Keizer's growth needs for the next 20 years.

(d) Developing Residential areas within the urban growth boundary will be considered as available over time for urban development.

(e) Residential development occurring prior to urban facilities must account for future development at urban densities. Measures to identify and protect access points, street locations and development opportunities will be scaled to the size of the parcel.

(f) Interim agricultural uses of these lands will be permitted pending urban development.

(g) Exceptions to those definitions and intent statements and to the Residential Development, Urban Growth, and Growth Management provisions of the Comprehensive Plan, including related goals and policies, and to the application of the Urban Growth Management Program will be made when the City or County finds that because of existing sewer and water facilities as of May 20, 1982, there is adequate service capacity to accommodate new growth.

### 4) Conversion of Developing Residential or Urbanizable Areas to Urban Development

Full urban services are not immediately available to most urbanizable lands. Generally these lands lie outside the city limits and the county service districts. Therefore, they must be annexed to the City to receive those services unless other arrangements are approved by the City and County. By Comprehensive Plan policy, the City and Counties have agreed on the conditions under which residential development may occur in areas unserved by sewer. This entails date of lot of record, size, septic suitability, redevelopment plan, and agreement to annexation and future facility assessments. Industrial and commercial use require urban services.

Some of the reasons for converting urbanizable land to urban land are to (1) provide for the orderly and economic extension of public facilities and services, (2) provide adequate land area for a variety of housing types and locations, and (3) maintain an adequate supply of serviced or serviceable undeveloped land to meet the market demand for a variety of uses.

Annexations must also be considered in relation to the length of time required to complete the various governmental processes and construction projects. The process involves several steps:

- (a) Annexation of the land, which includes public hearings by the City Council;
- (b) Filing and approval of a subdivision or a zone change, with accompanying public hearing processes;
- (c) Construction of public capital improvements based on funding availability and contracting procedures; most types of development in newly annexed areas are responsible for extending public facilities described in the urban growth management program. The on-site facilities for the development are also the developers' responsibility.

b. Commercial

The predominant use in these areas is commercial. Multifamily residential may be included where appropriate. This designation indicates commercial areas throughout the Salem urban area that provide shopping and service opportunities of the following types:

Regional shopping facilities  
Community and neighborhood shopping and service facilities  
Convenience stores  
Commercial offices  
Specialized shopping and service

facilities

Regional Shopping Facilities represent the Salem central business district and other facilities serving the shopping and service requirements of Salem and the region.

Community and Neighborhood Shopping and Service Facilities offer a variety of goods and services. Neighborhood scale facilities include convenience goods for neighborhood residents while community scale facilities may include shopping goods for a market area consisting of several neighborhoods.

Convenience Stores provide limited food and personal services close to residential uses.

Commercial Offices accommodate office space and non-retail services.

Specialized Shopping Areas provide for special uses such as automobile center, freeway interchange service area, entertainment district, furniture district, printing district and medical center.

c. Central Business District

More than a shopping area, the Central Business District is a special subcategory under Commercial.

This designation indicates the area which serves Salem and the region as a principal center of business and commerce. It is intended that this area contain a compact arrangement of retail and commercial enterprises together with office, financial, cultural, entertainment, governmental, and residential use designed and situated to afford convenient access by pedestrians.

d. Industrial/Commercial

The intent of this designation is to provide areas for a mixture of heavy commercial and light manufacturing and warehousing activities.

e. Industrial

This designation indicates the location of industrial uses. Location of industrial land requires consideration of potentially heavier demands on public facilities significant impacts on the environment, and vehicular traffic.

The intent is to provide a variety of industrial sites for all types of industrial uses throughout the Salem urban area.

f. Parks, Open Space, and Outdoor Recreation

The Plan shows a wide variety of parks, open spaces, and outdoor recreation sites.

1) Parks

(a) Neighborhood and Community Parks. These parks are most frequently established in conjunction with public schools to achieve joint use of the parks and school grounds.

(b) Regional Parks. Minto-Brown Island Park, Wallace Marine Park, and Bush's Pasture Park.

2) Open Space

Open space may be categorized as space which is incorporated into the design of a development and that which is maintained, at least in part, by natural conditions which limit more intensive use.

(a) Designed Open Space

(1) Capitol Mall and Willson Park

(2) The campus grounds of Willamette University, Western Baptist College, and Chemeketa Community College

(3) The grounds of the State Fair, State Hospital, Marion County Courthouse, Salem Civic Center, SAIF Building, Pringle Tower, and Pringle Parking Structure

(b) Natural Open Space

(1) Pringle Creek, Mill Creek, Claggett Creek, and the Willamette River

(2) Agricultural land within the Floodplain

(3) Aggregate mining and directly related industrial use in the Floodplain

3) Outdoor Recreation

Golf courses are the primary example of outdoor recreation use in the Salem urban area, outside of facilities contained within parks.



g. Community Services

This designation includes sites and facilities for uses such as health and medicine, religion, education, culture, government, including cemeteries, airports, and waste disposal.

h. River-Oriented Mixed Uses

The intent is to provide for a combination of urban uses which take advantage of the scenic, natural and recreational qualities of the riverfront and to provide opportunities for the residents in the community to have both visual and physical access to the riverfront while allowing for the continuation of existing industries.

i. Willamette River Greenway

This designation defines those areas adjacent to the Willamette River that are included in the State and local Greenway Plans and which are subject to the Greenway policies.

j. Farming and Resource Management (F.A.R.M.):

The intent of this designation is to identify areas for the continued practice of agricultural and related resource use in locations within the Salem city limits but outside the UGB.

This designation will be used in areas zoned Exclusive Farm Use (EFU).

## **B. SPECIAL RESOURCE INFORMATION**

Special conditions which exist in some locations need to be recognized in order to develop in a satisfactory manner. The following outlines sources of information on these special conditions and resources.

### **1. Floodplains**

The Flood Boundary and Flood Way Map series (1986) and the Flood Insurance Rate Map (1984) (FIRM) series have been prepared under the sponsorship of the Federal Emergency Management Agency (FEMA).

### **2. Geologic Conditions**

"Geologic Restraints to the Development in Selected Areas of Marion County," Open-file, Report 0-77-4, by Herbert G. Schlicher, Oregon Department of Geology and Mineral Industries, 1977.

In addition, local building officials have various geotechnic studies on a site by site basis.

### **3. Soils**

(1) Soil Survey of Polk County, Oregon. Soil, conservation Service, Oregon Agricultural Experiment Station, 1982.

(2) Soil Survey of Marion County, Oregon, Soil Conservation Service, Oregon Agricultural Experiment Station, 1972.

(3) Soil Survey Interpretations for Land Use Planning for West Salem Area, Polk County, Oregon. Daryl Otjen, District Conservationist and Lloyd Prerre, Soil Conservationist, 1978.

(4) Soil Survey Interpretation for Land Use Planning and Community Development for Salem Area Oregon. Douglas G. Price, Soil Conservationist, Direction of David O. Mitchell, 1974.

#### **4. Aggregate Resources**

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

#### **5. Fish and Wildlife**

Fishery areas are under the jurisdiction of the Oregon State Fish and Wildlife Commission. Mill and Pringle Creeks and salmon spawning streams.

The Brown Island and Minto Island Wildlife Refuge has been established under ORS 501.410 by the Oregon Fish and Wildlife Commission. The statute details the area covered by the refuge.

The Audubon Society maintains a 22 acre heron rookery on the north end of Minto Island.

#### **6. Willamette River Greenway Boundary**

The Willamette River Greenway Boundary as adopted December 10, 1976 and delineated on 1"=400' aerial maps prepared by the Oregon Department of Transportation Department Parks and Recreation Division (now the Oregon Parks and Recreation Department).

#### **7. Historic Landmarks**

Local historic landmarks, including landmarks and districts on the National Historic Register, are designated under the provisions of Salem Revised Code Chapter 56. A listing of these landmarks is on file at the Salem Department of Building and Safety.

#### **8. Airspace Obstruction Limitations**

The height of structures and related features that could potentially obstruct the airspace around McNary Field are regulated by Salem Revised Code Chapter 125.

### **C. URBAN GROWTH POLICIES:**

The intent of the urban growth policies is:

1. To contain urban development within planned urban areas where basic services such as sewers, water facilities, police and fire protection can be efficiently and economically provided.
2. To conserve resources by encouraging orderly development of land.
3. To preserve farmland and open space.
4. To make more economical use of local tax dollars in locating facilities and providing services for the benefit of all citizens within the urban growth area. Since urban services are interrelated, coordination is best achieved by a single general purpose governmental unit.
5. To provide property owners greater security in long-range planning and investments.
6. To make it possible for utility extensions, transportation facilities, and schools to be designed and located so as to more closely match population growth.
7. To preserve and enhance the livability of the area.
8. To use public facilities and services as a framework for urban development.

## **D. GROWTH MANAGEMENT PROGRAM:**

The intent of a growth management program is to encourage urban development to occur in such a way that the expansion of urban services can be accomplished in a fiscally sound manner while still providing the required city services on an equitable basis to all community residents.

## **E. GENERAL DEFINITIONS:**

### **1. Neighborhood Plans**

Officially recognized neighborhood associations within Salem may prepare a neighborhood plan. A neighborhood plan may be adopted as part of the Salem Area Comprehensive Plan (SACP). Before being adopted as part of the SACP, it must be clearly demonstrated that the neighborhood plan is in compliance with the Comprehensive Plan map, goals, and policies. The neighborhoods with plans as of 1992 are listed below. The current status of neighborhood plans that have been adopted is indicated in Salem Revised Code (SRC) Chapter 64.

NESCA Neighborhood Plan, adopted by the Salem City Council April 1978.

CAN-DO Neighborhood Plan, adopted by the Salem City Council May 21, 1979.

Grant Neighborhood Plan, adopted by the Salem City Council June 13, 1983.

Sunnyslope Neighborhood Plan, adopted by the Salem City Council August 8, 1983.

Liberty-Boone Neighborhood Plan, adopted by the Salem City Council December 12, 1983.

East Lancaster Neighborhood Association Neighborhood Plan, adopted by the Salem City Council January 16, 1984.

Highland Neighborhood Plan, adopted by the Salem City Council June 11, 1984.

Morningside Neighborhood Plan, adopted by the Salem City Council June 11, 1984.

### **2. Detailed Plans**

Detailed plans for specific functions or areas may be prepared as a policy guide. Such plans must be consistent with the Comprehensive Plan. The plans range from the SKATS Transportation Plan which applies to Salem, Keizer, Marion and Polk Counties to the McNary Field Master Plan which is applicable only to Salem. The current status of detailed plans adopted by the City of Salem is indicated in Salem Revised Code (SRC) Chapter 64.

### **3. Public Facilities Plan**

The Public Facilities Plan is the assemblage of all Comprehensive Plan policies, public facility master plans, sector plans, and the CIP that guide the provision of water, sewerage, drainage, and streets for the Salem urban area. The plan is intended to clearly indicate the public facilities necessary to support development and also fulfill the requirements of Goal 11 and OAR 660-11. The Public Facilities Plan is adopted as a detailed plan.

### **4. Urban Land**

"Urban areas are those places which must have an incorporated city. Such areas may include lands adjacent to and outside the incorporated city and may also: (a) have concentrations of

persons who generally reside and work in the area and (b) have supporting public facilities and services." (State Land Use Goals definition.)

#### **5. Urbanizable Land**

"Urbanizable lands are those lands within the urban growth boundary and which are identified and (a) determined to be necessary and suitable for future urban areas; (b) can be served by urban services and facilities; and (c) are needed for the expansion of an urban area." (State Land Use Goals definition.)

#### **6. Urban Use**

For purposes of the Salem Area Comprehensive Plan and implementing ordinances, urban use refers to areas, facilities or activities which are related to or supportive of urban development. "Urban uses" can include such things as sewage treatment plant, water reservoir or well, gravel extraction operation, parks and recreational facilities. Urban use is not synonymous with residential, commercial or industrial construction.

#### **7. Should**

The word "should," as used in the policy statements, is advisory. However, where used in the context of setting policies applicable to specific development proposals, the developers have the burden of either following the policy directive or showing good cause why they cannot comply.

#### **8. Shall**

The word "shall," as used in the policy statements, is mandatory. Where used in the context of setting policies to be implemented through ordinances or other governmental actions, the policy must be carried out in such ordinances or actions. When used in the context of setting policies applicable to specific development proposals, the developers have the burden of showing how their proposal conforms to such policy.

#### **9. May**

The word "may," as used in the policy statements, is advisory, and is used to highlight permissible alternatives. When used with "only," the words indicate a required course of action, excluding all other alternatives. For example "may be approved only after reviewing a development plan" requires review of such a plan in the course of either approving or denying the proposal.

#### **10. Wetland**

An area that is inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances does support, a prevalence of vegetation typically adapted for life in saturated soil conditions. (Source: ORS 541.605(16)). Examples of wetlands include swamps, marshes, bogs and similar areas.

### **F. IMPLEMENTATION OF THE COMPREHENSIVE PLAN:**

The Comprehensive Plan is a policy statement that establishes a basic frame work, 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, business persons, 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 formal adoption by the City Council and County Boards of Commissioners 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, County Boards of Commissioners, residents, and business interests, the long-range plan for the Salem area will have little value.

The Comprehensive Plan's goals are long-range. By its very nature, therefore, it must be general enough to be enduring over time and flexible enough to permit development decisions in response to changing conditions in the area. To ensure that the Plan remains a useful tool to guide growth, it must be monitored for its impact and modified periodically to reflect community conditions. Over time, conditions may change to a degree which would warrant complete Plan revisions.

The Comprehensive Plan is a long-range plan to be implemented over a period of 20 years. 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.

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.

Other implementing tools of the Plan are as follows:

**1. Zoning Code:**

The traditional device is the Zoning Code. It regulates the use of land by classifying different uses compatible with one another into use districts or zones. By 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 development standards that specify lot size, building bulk and height, and building setbacks. Revisions and new techniques are adopted as appropriate to respond to changing needs. The zoning code shall be compatible and consistent with the intent of the Salem Area Comprehensive Plan.

**2. Subdivision Code:**

The subdivision code controls the manner in which land may be divided into lots. Its purpose is to assure that 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 community'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. From time to time revisions and new techniques may be incorporated in the process.

### **3. Capital Improvements Program:**

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

Capital improvement programming is the scheduling of selected physical plans and facilities over a specified time period. The improvements are scheduled on priorities that reflect the need for the improvements and expected financial capabilities.

### **4. 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, and the City Council or Boards of Commissioners.

### **5. Incentives:**

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

### **6. Annexation:**

Annexation is the process by which territory within the Salem urban area is added to the City of Salem. Annexation provides the basis for extending urban services and facilities to accommodate urban development.

### **7. Urban Growth Management Program:**

The program determines the extent and location of public facility extensions from the City of Salem and the obligation of benefitted development to pay for the extensions.

## **III. SALEM/KEIZER URBAN AREA (REGIONAL)**

### **PROCEDURES AND POLICIES**

#### **A. DEFINITIONS**

##### **1. Salem/Keizer Urban Area**

The area within the Salem urban area and the Keizer urban area shall be known as the Salem/Keizer urban area and shall be defined by the Salem/Keizer urban growth boundary.

##### **2. Salem Urban Area**

The area within the Salem city limits and the area within the Salem/Keizer urban growth boundary which is unincorporated and is located to the southeast and west of the common city limits boundary between the cities of Salem and Keizer shall be known as the Salem Urban Area.

### **3. Keizer Urban Area**

The area within the Keizer city limits and the Salem/Keizer urban area adjoining the Keizer city limits to the north and west which is generally north and west of the Keizer city limits, west of the Interstate 5 Freeway as it runs north of the Salem city limits, and east of the Willamette River shall be known as the Keizer Urban Area.

### **4. Dual Interest Areas**

Dual interest areas are geographic areas where two or more entities have, by agreement, established that each has an interest in the nature and scope of land use regulation in the area even though the area may be outside the jurisdiction of one or more of the entities which are parties to the agreement. Dual interest areas may be outside the Salem/Keizer urban growth boundary. Decision regarding areas identified by agreement as Dual Interest Areas shall be governed by the terms of such agreement.

### **5. Regional Policy**

Any policy which is concurred in by all four jurisdictions (Cities of Salem and Keizer and counties of Marion and Polk) and is identified in each jurisdiction's Comprehensive Plan is a regional policy.

### **6. Regional Planning Action**

Any amendment to a regional policy.

### **7. Non-Regional Planning Action**

Non-regional planning actions are of two types:

- a. Any amendment to an urban area policy.
- b. All other land use actions.

## **B. JURISDICTION**

### **1. Salem's Jurisdiction**

Salem has exclusive jurisdiction over all land use actions applicable within its city limits other than regional planning actions and amendments to urban area policies.

### **2. Keizer's Jurisdiction**

Keizer has exclusive jurisdiction over all land use actions applicable within its city limits other than regional planning actions and amendments to urban area policies.

### **3. Polk County's Jurisdiction**

Polk County has exclusive jurisdiction over all land use actions applicable within that portion of the Salem Urban Area that is outside the Salem city limits and inside Polk County other than regional planning actions and amendments to urban area policies.

#### **4. Marion County's Jurisdiction**

Marion County has exclusive jurisdiction over all land use actions applicable within that portion of the Salem Urban Area and Keizer Urban Area that are outside the Salem city limits and outside the Keizer city limits other than regional planning actions and amendments to urban area policies.

### **C. PROCEDURES FOR AMENDMENT**

#### **1. Regional Planning Actions Procedures**

a. Regional planning actions may be initiated by any one of the four jurisdictions (Cities of Salem and Keizer and Counties of Marion and Polk), but must be concurred in by all of the other jurisdictions as set forth below before they are considered effective amendments to the Plan.

b. The proposing jurisdiction shall notify all of the other jurisdictions of the proposed regional planning action by sending to them a true copy of the 45 day notice sent to the Department of Land Conservation and Development (DLCD). That copy shall be sent to the other jurisdictions not less than 45 days prior to the date set for final hearing in the matter. If the final hearing is rescheduled, the other jurisdictions shall be notified of the new hearing date.

c. All jurisdictions that concur with the regional planning action shall, at least 15 days prior to the final hearing as cited in the DLCD notice, indicate to the proposing jurisdiction their concurrence. Those jurisdictions that concur shall adopt ordinances indicating their concurrence and transmit those ordinances to the proposing jurisdiction.

d. Where "c" does not apply, jurisdictions shall at least 15 days prior to the final hearing as cited in the DLCD notice, indicate to the proposing jurisdiction their lack of concurrence, the conditions necessary for concurrence, or the need for a specific amount of additional time to consider the matter before responding. Those jurisdictions indicating non-concurrence shall provide their reasons, findings, and conclusions in writing to the proposing jurisdiction.

e. When the proposing jurisdiction has received concurring ordinances which are identical with regard to the text of the regional planning action adopted from each of the other jurisdictions, it may take final action to adopt its own ordinance and the effective date of that final ordinance shall be the effective date of the amendment to this plan. The proposing jurisdiction shall send copies of the final ordinance to all of the other jurisdictions.

f. If jurisdictions disagree as to regional planning actions or if there is a need for clarification of regional policies, the issue may be resolved through the Salem Keizer Area Plan Advisory Committee process.

#### **2. Non-Regional Planning Actions Procedures**

a. Any amendment to an urban area policy shall follow the regional planning action procedures, except that the concurrence requirement will be limited to jurisdictions within the urban area.

b. Any non-regional planning action other than an urban area policy amendment shall be acted upon by Salem, Keizer, Polk County, and Marion County respectively for areas over which each exercises exclusive jurisdiction.

(1) Each jurisdiction shall notify all other jurisdictions of pending planning actions within their jurisdiction and as required by dual interest area agreements.



(2) If a disagreement is reached, the jurisdiction having authority to take the action is free to act, and any other jurisdiction is free to appeal such action to the Land Use Board of Appeals.

#### **D. RULES OF PROCEDURE**

Each governing body shall adopt rules of procedure to govern the initiation and processing of amendments to this plan in the geographic area of the jurisdiction.

#### **E. REVIEW AND REVISION**

The plan shall be subject to major review and, where necessary, revision to comply with the requirements for periodic review. Except for Comprehensive Plan map amendments initiated by property owner, plan amendments should, wherever possible, be reserved for those years when the plan undergoes major review.

#### **F. RELATIONSHIP BETWEEN SALEM AREA AND KEIZER COMPREHENSIVE PLANS**

1. A Comprehensive Plan for the Keizer Urban Area has been adopted as an amendment to the Salem Area Comprehensive Plan (SACP). It shall be referred to as the Keizer Comprehensive Plan (KCP). All regional policies are included in the text of the SACP and the KCP.

2. Land use decisions, other than regional planning actions involving land within the Salem urban area shall be made based solely on the SACP, its plan map, and its implementing ordinances.

3. Land use decisions, other than regional planning actions, involving land within the Keizer urban area shall be made based solely on the KCP, its plan map, and its implementing ordinances.

4. Regional planning actions shall be made solely on the basis of the concurrence of all the jurisdictions - City of Salem, City of Keizer, Marion County, and Polk County. Regional planning actions shall be adopted by each jurisdiction with the identical language.

#### **G. URBAN GROWTH BOUNDARY**

1. The cities of Salem and Keizer and Counties of Marion and Polk have adopted by legal description the Salem/Keizer urban growth boundary for the Salem and Keizer urban areas and shall review the Salem/Keizer urban growth boundary on a periodic basis or upon the request of one of the jurisdictions to identify if changes are necessary.

2. All parties shall work toward the development of the most efficient and economical method for providing specific urban services to the area within the Salem/Keizer urban growth boundary.

3. Changes to the Salem/Keizer urban growth boundary must be adopted concurrently by all four affected jurisdictions and shall be based upon consideration of the following factors:

- a. Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals.
- b. Need for housing, employment opportunities and livability.
- c. Orderly and economic provision for public facilities and services.
- e. Environmental, energy, economic and social consequences.

f. Retention of agricultural land, as defined, with Class I being the highest priority for retention and Class VI the lowest priority.

g. Compatibility of the proposed urban uses with nearby agricultural activities; and

h. Projections of land needs and supply of buildable land within the entire Salem and Keizer urban areas.

#### **H. TRANSPORTATION**

1. The Salem/Keizer Area Transportation Study Cooperative Agreement shall provide the coordination mechanism for regional transportation issues within the Salem/Keizer urban growth boundary.

#### **I. WILLOW LAKE TREATMENT PLANT**

1. The Willow Lake Treatment Plant dual interest area is defined by an adopted legal description. Development requirements are established in the Willow Lake Treatment Plan dual interest area agreement.

#### **J. SOLID WASTE**

1. The disposal of solid wastes shall be accomplished with a minimal negative impact on the land, air and water resources of the region. A balanced program of waste reduction, recycling, resource recovery, landfill and other disposal methods shall be encouraged. The cities and counties shall participate cooperatively in the development of a solid Waste Management Plan for each county and participate in implementation of the plan to the extent it applies to each jurisdiction. The facilities developed to implement the Solid Waste Management Plans are not required to be located in the Salem/Keizer urban area.

#### **K. STORM DRAINAGE POLICY**

1. The Cities and Counties shall coordinate the management of storm water.

#### **L. RESIDENTIAL DENSITY**

1. The effective utilization of land for residential development and the potential of proposed urban growth boundary changes for residential use, should be guided by residential density objectives scaled to the character of each urban area. Commencing January 1, 1992, performance in achieving the residential density objectives shall be used in determining conformance with urban growth boundary expansion factors for residential use.

### **IV. SALEM URBAN AREA GOALS AND POLICIES**

#### **A. COORDINATION POLICIES**

##### **Plan and Code Coordination**

1. All zoning ordinances, subdivision regulations, functional plans and specific development standards relative to the Salem urban area and prepared by the City of Salem, Marion County, Polk County, special districts and functional planning agencies shall support and be in conformance with the Salem Area Comprehensive Plan Subdivision Coordination

2. The City of Salem and Counties shall develop and maintain an exchange of information and recommendations relating to the urban growth area. Information on subdivision applications and other land use activities being considered within the urban growth boundary by the Counties shall be forwarded by Counties to the City of Salem for comments and recommendations prior to a decision being made by the Counties. Public Facility Coordination

3. The City of Salem shall forward to the Counties for review and comment information on public facility improvements or extensions which are proposed for areas outside city limits. CIP Coordination

4. The City of Salem and the Counties should exchange information on proposed capital improvement programs with each other and with the City of Keizer so respective construction projects can be coordinated. Land Use Decision Criteria

5. Criteria on which land use decisions within the Salem urban area are made by the City and Counties, shall be developed and be coordinated among the three jurisdictions. Annexation Coordination

6. An opportunity shall be provided for the affected county to comment on proposals for annexation of property to the City of Salem.

## **B. GENERAL DEVELOPMENT**

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

### **Citizen Involvement**

1. Opportunities for broad-based citizen involvement in the development, revision, monitoring and implementation of the Salem Area Comprehensive Plan shall be provided by the City of Salem and Marion and Polk Counties. Where neighborhood groups have been officially recognized by the governing body, they shall be included in the planning process. To help assure citizen participation and information, public hearings shall be held prior to adoption of all land use ordinances.

### **Monitoring System**

2. A monitoring system shall be developed within the Salem urban area to evaluate land development and program activities in relation to policy directives established by the Comprehensive Plan.

### **Economic Growth**

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

### **Energy**

4. The City and Counties shall consider and foster the efficient use of energy in land use and transportation planning.

### **Cooperative Growth Management**

5. Growth in the Salem urban area shall be managed through cooperative efforts of the City of Salem and Marion and Polk Counties.

#### Carrying Capacity

6. All public and private development shall meet the requirements of applicable local, state and federal standards.

#### Optimal Use of the Land

7. Structures and their siting in all residential, commercial, and industrial developments shall optimize the use of land. The cumulative effect of all new residential development in the Salem urban area should average 6.5 dwelling units per gross acre of residential development. Development should minimize adverse alteration of the natural terrain and watercourses, the potential for erosion and adverse effects upon the existing topography and soil conditions.

#### Solar Energy

8. Zoning and other site regulations should make provisions for utilization of solar energy.

#### Service Districts

9. No new service districts shall be created within the Salem urban area to provide fire protection, sewer or water service.

#### Street Improvements

10. Improvements of streets in addition to those in or abutting a development may be required as a condition of approval of subdivisions and other intensifications of land use.

#### Handicapped Access

11. Buildings and facilities open to the public should be well designed to fulfill their specified function, taking into consideration the needs of handicapped persons.

#### Development Compatibility

12. Land use regulations which govern the siting of any development shall encourage development to reduce its impact on adjacent properties by screening, landscaping, set back, height, and mass regulations.

#### Designated Open Space

13. Land use regulations shall encourage public spaces, both natural and manmade for either active or passive enjoyment, including natural areas, open plazas, pedestrian malls, and play areas.

#### Screening of Storage

14. Outdoor storage areas should be screened from the public streets and from adjacent uses.

### Lighting

15. Exterior lighting shall be designed to provide illumination to the site and not cause glare into the public right-of-way and adjacent properties.

### Public Facilities Plan

16. Public facility projects, including maps and descriptions of locations or service areas, shall be shown in the Salem Urban Area Public Facilities Plan which includes the Salem Capital Improvement Program, facility master plans and sector plans.

### Septic Policy

17. Single family dwellings and other low density uses appropriate for the applicable land use designations shall be permitted on septic tanks subject to standards that assure adequate opportunities for future development at urban densities. For unincorporated areas the standards shall be mutually concurred in by the City and relevant County. The standards shall incorporate the following:

- a. For each parcel there shall not be more than one dwelling unit or other low intensity use, excluding commercial and industrial on a septic system.
- b. The property served shall be no less than 300 feet from a serviceable public sewer.
- c. The property served shall not be within a sewer service district.
- d. The property owner shall agree to an nex to Salem when the property is contiguous.
- e. The owner shall agree not to remonstrate against any future water and sewer assessments.
- f. An effective date shall be set to identify the lots of record which are exempt from the standards.
- g. The average parcel size for land divisions after the effective date shall be 5 acres.
- h. Septic tank approval shall be contingent upon a plan showing development of the property to urban densities, with appropriate reservations for future rights of way, access points, and easements.
- i. Verification of septic suitability shall be made by the County Sanitarian.

## **C. URBAN GROWTH POLICIES**

### Annexation

1. Marion and Polk Counties should encourage the orderly annexation to the City of Salem of the land within the Salem urban area.

### Coordinated Services

2. All parties shall work toward improved delivery systems of services that require coordination by larger units of government.

### UGB is Urbanizable

3. Urbanizable areas within the urban growth boundary shall be considered as available for annexation and urban development.

### Infill

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

#### Source of Urban Facilities

5. Sewer or water service will not be extended to any land for development outside city limits or County service districts. Such areas must be annexed to the City to receive those services except as may be agreed by the City and appropriate County.

6. If the Urban Growth Boundary for the Salem Urban Area is expanded to include additional land for residential development, first priority shall be given to lands that have been removed from the 1982 boundary.

### **D. GROWTH MANAGEMENT**

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

a. Establishing and periodically reviewing an urban growth boundary to identify and separate urbanizable land from rural land while insuring sufficient amounts of urbanizable land to accommodate population needs.

b. Planning and developing a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban development.

#### Development Guided by Growth Management

1. Unless the City of Salem finds that existing water and sewer facilities have adequate capacity to accommodate new growth, the conversion of urbanizable land within the Salem urban area to urban uses shall be guided by a growth management program which provides for the orderly and economically efficient extension of public facilities and services, while taking into consideration the need for an adequate supply of land to meet future development requirements. The growth management program shall encourage the development of vacant lands that have urban services before the extension of services beyond presently served areas.

#### Program Formulation

2. The City of Salem is responsible for the formulation of a growth management program within the Salem urban area. The program shall establish general policies and strategies for the orderly extension, within the urban growth boundary, of at least the following facilities and services: sewer, water, storm drainage, transportation, parks and fire protection.

The program shall be developed through consultation among the relevant parties under the leadership of the City of Salem. In developing the program, the following shall be considered:

a. The views of the Counties with respect to the needs for development,

b. The views of School District 24-J with respect to the needs for educational facilities.

c. The views of special districts with respect to the impact of the extension of services upon their operations.

d. The public and private financial capabilities and responsibilities to finance growth.

e. The equitable distribution of costs between the general public and the new development.

#### Programming Development

3. Criteria for the programming of development shall be as follows:

a. The financial capability of the City of Salem to provide certain facilities and services as authorized through the budgetary process.

b. The technical requirements of public facility master plans.

c. The need for sufficient amounts of buildable land to maintain an adequate supply in the marketplace.

d. The willingness of the development community to assume the burden of funding the cost of providing certain facilities.

The City of Salem shall provide levels of services to city residents consistent with community needs as determined by the City Council, within the financial capability of the City, and subject to relevant legal constraints on revenues and their applications.

#### Sizing Facility Extensions

4. The extension of sewer, water, storm drain age, and transportation facilities within the Salem urban area shall be in conformity with the adopted growth management program. Public water and sewer facilities shall be sized and constructed to serve the areas within the urban growth boundary.

#### Coordinated with Public Facilities Plan

5. The extension of sewer, water, storm drainage, transportation and other facilities and services shall be designed and coordinated to accommodate densities cited in the Public Facilities Plan.

#### Infill Development

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

#### Development Requiring Water and Sewer

7. Within the Salem urban area, residential subdivisions, mobile home parks, multi-family residential, commercial and industrial development shall be permitted only within the County service districts or within the City of Salem where public sewer and water services are available and other urban facilities are scheduled pursuant to an adopted growth management program. Exceptions to this policy may only be permitted if mutually agreed to by the City and the appropriate County.

#### Partition Requirements

8. Partitioning of property may be approved if the land division will not adversely affect the future development of adjacent lands and built-up areas and the proposed parcels are compatible with the existing pattern of development in the area, or the land division is necessary to legalize or recognize an existing situation.

#### Infill on Facilities

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

#### Counties Control of Transitional Development

10. In those portions of the urbanizable area where municipal services and facilities are not available, the relevant County shall prohibit all development which would be inconsistent with the ability to provide the appropriate facilities and services in the area.

#### Facility Responsibility

11. Where development creates a demand for new or expanded facilities and services, a share of the costs of new or expanded facilities and services should be borne by the new development itself.

#### Ten Year Supply of Land

12. A continuous ten-year supply of serviced, developable land should be maintained to avoid unnecessary increases in land prices created by artificial shortages of land.

#### Targeted Annexation

13. Areas for new development as considered in a growth management program should target those undeveloped areas which can reasonably be expected to be annexed to the City of Salem within ten years.

#### Location of UGM Controls

14. Growth management program requirements and procedures should apply to those undeveloped properties beyond that part of the urban areas which is already developed for urban uses.

#### Compatibility of Improvements

15. Within the Salem urban area the Counties shall develop improvement and construction standards compatible with the City of Salem improvement and construction standards for street, sewer, water, and storm drainage facilities.

#### CIP Coordination

16. The City of Salem and Counties shall develop and coordinate capital improvement programs for public facilities within the Salem urban area.

#### Financial Programs

17. The City of Salem and Counties shall develop and adopt financial programs which will provide funding to complete their respective capital improvement programs.

### **E. RESIDENTIAL DEVELOPMENT**

**GOAL:** To promote and encourage a quality living environment and a variety of housing opportunities for all income levels and an adequate supply of developable land to support such housing.

#### Establishing Residential Uses



1. In establishing housing density for residential areas the following shall be considered:
  - a. The capacity of land resources, public facilities and services.
  - b. The public and private costs of providing necessary urban facilities and services.
  - c. The character of existing neighborhoods.
  - d. The need to accommodate increasing population within the Salem urban growth boundary.
  - e. Achieving the density goal of new residential development in General Development Policy

#### 7. Establishing Location Criteria

2. Definitive criteria which relate to residential development and the sewer capacity, water flow levels, schools, transportation system capacity will be developed and specific areas suitable for increased residential densities will be identified as studies are completed which relate to those factors. These may include sector plans, urban renewal plans, residential in-fill studies, and neighborhood plans. Facilities and Services

#### Location

3. Residential uses and neighborhood facilities and services shall be located to:
  - a. Provide convenient and safe access.
  - b. Encourage the use of all facilities and services by residents.
  - c. Avoid nuisances and hazards to residents.
  - d. Produce land use patterns that avoid unnecessary duplication of facilities.

#### Development Revitalization

4. Development of passed-over vacant land and revitalization of older areas shall be encouraged.

#### Rehabilitation

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

#### Subsidized Housing

6. Subsidized housing shall be provided at a variety of locations within the urban area. Multi-

#### Family Housing

7. Provision shall be made for multifamily housing in areas close to the city core, in clusters around commercial, office, and public buildings or that have convenient access to major transportation corridors.

#### Circulation System

8. Residential neighborhoods in developing areas shall be served by a transportation system that discourages major through traffic and provides for a system of arterial, collector, and residential streets fitted to the terrain and with due consideration to safety, drain age, views, and vegetation.

#### Through Traffic

9. In existing developed neighborhoods, the transportation system shall discourage major through traffic. Protection of Residential Areas 10. Residential areas shall be protected from more intensive land use activity in abutting zones.

#### Alternative Housing Patterns

11. Subdivision and zoning regulations shall provide opportunities for increased housing densities, alternative housing types, alternative housing patterns, and reduced development costs.

#### Requests for Rezonings

12. Requests for rezonings to higher intensity residential uses to meet the identified housing needs will be deemed appropriate if adequate public utilities, facilities and services can be made reasonably available to the site and the site's physical conditions and location support the higher density.

### **F. COMMERCIAL DEVELOPMENT**

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

#### Central Business District

1. The central business district shall be maintained and developed as a regional retail and employment center for the Salem urban area.

#### Shopping and Service Facilities

2. Development of shopping and service facilities may be approved only after reviewing a development plan consisting of maps and written statements on the following:

- a. Site plan,
- b. Layout of all off-street parking and loading facilities,
- c. Landscaping plan,
- d. Surface stormwater plan,
- e. Vehicular and pedestrian circulation plan,
- f. Utility plans,
- g. Impact on adjacent neighborhoods,
- h. Impact on adjacent street networks,
- i. Proposed use(s),
- j. Transit service, and
- k. Other information that may be required.

#### Redevelopment

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

#### Community Shopping and Service Facilities

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

#### Neighborhood and Community Shopping and Service Facilities

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

#### Commercial Office Uses

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

#### Mixed Use Development

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

8. Buffer strips from residential uses shall be provided for all commercial development.

### **G. ECONOMIC DEVELOPMENT**

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

#### Economic Diversification

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

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

2. Increase labor intensive employment opportunities and encourage the hiring of unemployed local residents.

#### Economic Development Functions

3. The established economic development entities' functions within the Salem urban area should include but not be limited to:

a. The formulation and implementation of an economic development plan to encourage industrial and other economic development in a livable environment. for the City of Salem.

b. The promotion of a community environment and attitude, and governmental processes which are conducive to a successful economic development program.

c. The formulation of the public sector role in facilitating the economic development process, including the coordination of all governmental jurisdictions and agencies in processing proposed development projects and grant-in-aid opportunities.

d. Encouraging the designation in the Comprehensive Plan of an adequate supply of usable land for industrial use.

e. The maintenance of an information system on land inventory, including parcel size, location, availability of utilities, slope, and other characteristics, labor base and other socio-economic demographics, development processes, and incentives for development.

- f. Encouraging the establishment and implementation of development standards which ensure an attractive climate for prospective industrial development.
- g. Encouraging the coordination of educational and training opportunities to provide an adequate labor force for existing and future employers.
- h. The coordination of activities with other public and private organizations.
- i. The conduct of such other related functions as may be deemed necessary or beneficial to promote the economic diversifications of the Salem urban area.

#### Analysis of Economy

4. Develop a comprehensive analysis of the Salem urban area economy, including an economic data base and forecasts. This analysis should include a system for annual review and updating.

#### Basic Industry

5. The contributions to the economic base by the significant sources of basic sector employment, including state and federal government and the food and wood products industries, should be recognized and maintained.

### **H. INDUSTRIAL DEVELOPMENT**

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

#### Industrial Land Inventory

1. Maintain a long-term (20 year) industrial land inventory which provides a full range of small, medium, and large parcel sizes and locations to sustain a competitive market for industrial sites.

Redesignation of the land to or from industrial may be allowed providing:

- a. It serves the community's interests and does not impact the long-term continuity of the industrial inventory; and

- b. Is preferably a boundary adjustment which results from expansion of an existing, adjacent use;

And

- c. There is a demonstrated need to expand the industrial or non-industrial use inventory. Or

- d. It is contingent on a specific, verifiable development project; and

- e. The specific site requirements of the project cannot be accommodated within the existing inventories; and

- f. Public facilities, services, and utilities necessary for development of the specific project are incorporated into the development proposal.

Redesignation of three large industrial parcels (40 acres or larger) generally located at:

- 1) the southeast corner of Boone Road SE and 36th Avenue SE;

- 2) between Gaffin Road SE and Culver Drive SE; and

- 3) Between Kale and Hazel Green Roads;

is contingent on compliance with sections a., b., d., e., and f. above.

### Public Facilities, Services, and Utilities

2. Appropriate public facilities, services, and utilities are essential for industrial development. The industrial areas currently serviced by public facilities, services, and utilities provide the best opportunity to maximize past and future public investments in infrastructure. Systems expansion to promote infill development and redevelopment of the currently serviced areas shall be given priority for public funding of facilities, services, and utilities.

Expansion of public facilities, services, and utilities beyond the existing, developed, industrial areas shall be coordinated to maximize public investment based on:

- a. Expansion of the facilities, services, and utilities serves the community's interests;  
And
- b. A demonstrated need to expand the currently serviced inventory,  
Or
- c. A specific, verifiable development project with specific site requirements that cannot be accommodated within the currently serviced inventory; and
- d. The project will employ a large number of employees, preferably at a high ratio of employees per acre.

### Areawide Coordination

3. Coordination of the industrial land inventories, industrial and growth policies, and economic development activities of the cities within Marion and Polk Counties are necessary to maintain a viable regional economy.

### Interface with Other Uses

4. Industrial land shall be subject to industrial development standards which ensure that development and operation is compatible with surrounding land uses.

### Greenway Requirements

5. New industrial development shall not be located in the Willamette River Greenway setback unless it is water related or dependent upon a waterway location.  
Employee Services

6. The zone codes shall allow appropriate on-site employee services and facilities in industrial parks.

### Traffic

7. Traffic generated by industrial uses should be diverted away from residential areas when feasible and should have convenient access to arterial or collector streets.

### Efficiency

8. Efficient use of resources and energy, and the utilization of renewable energy sources serve the interests of the community and shall be encouraged during the development and operation of all industrial activities.

### Non Supporting Uses Discouraged

9. Non-industrial land uses should be discouraged from districts that have been designated for industrial use, except when a non-industrial use is primarily in support of industry or industrial employees.

#### Energy Efficiency

10. New industries that utilize energy most efficiently or that manufacture products that contribute to efficient use of energy, including renewable energy sources should be encouraged.

#### Hazardous Waste Disposal

11. Industries shall be responsible for the adequate and proper transportation, storage, use, and disposal of all hazardous materials and wastes (as defined by ORS 459.410) utilized or generated by that industry.

#### Land Division

12. Division of large parcels (40 acres and larger in size) of industrial land shall be subject to a special review and approval process.

The special review process shall consist of public hearings before the appropriate planning commission with final approval by the City Council or County Commissioners. The City or County shall be afforded the opportunity to review and comment, as an interested party, on all large industrial parcel division prior to the final decision.

Decisions approving the division of large industrial parcels shall be on a case-by-case basis utilizing the following criteria:

- a. Division of the parcel serves the community's interests;
- b. Division of the property is contingent on a specific, verifiable development project;
- c. The project has specific site requirements that cannot be accommodated without division of the property. Preferably, the project's site requirements necessitates collocation of uses on the resulting parcels;
- d. Public facilities, services, and utilities necessary for development of the specific project are incorporated into the development proposal;
- e. The project will employ a large number of employees, preferably at a ratio of employees per developed acre of 10 or higher; and
- f. For the three large industrial parcels (40 acres or larger) generally located at:
  - 1) the southeast corner of Boone Road and 36th Avenue;
  - 2) between Gaffin Road and Culver Drive; and
  - 3) between Kale and Hazel Green Roads.

All cumulative land divisions of a parcel shall result in no more than a total of three parcels, of which:

- (a) one parcel shall be at least fifty percent of the July 1, 1995 parcel size; and
- (b) no parcel shall be less than twenty-five percent of the July 1, 1995 parcel size.

The final decision approving any land division, of the three large industrial parcels shall require concurrence by both the City and Marion County.

The process for concurrence is outlined in a separate Intergovernmental Agreement.

#### Industrial Districts

11. Development of a distinct industrial district that provides for a continuity of design and uses on preferably medium sized parcels (10 to 40 acres in size) is necessary to provide a variety of parcel sizes within the industrial inventory and to assist in attracting industrial development.

#### Diverse Interests

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

### **I. TRANSPORTATION**

**GOAL:** To insure that the coordination and provision of transportation facilities and services that reflect desired development patterns are timed to coincide with community needs and to minimize the adverse impacts of traffic.

#### General

1. Transportation facilities and services shall be integrated with existing regional travel needs, available fiscal resources, functional plans such as police and fire, and the planned regional and statewide transportation system.

#### Variety of Modes

2. Transportation plans shall include alternatives to conventional passenger car transportation.

#### Circulation Systems

3. The transportation systems shall be designed to provide adequate access for fire and police protection, public transit, pedestrian walk ways and bikeways with the least negative effect on developed areas.

#### Right-of-Way and Street Parking

4. When practical, the transportation system shall utilize existing facilities and right-of-way, and parking shall be removed in preference to widening streets for additional travel lanes.

#### Bikeways

5. A system of bikeways connecting public areas and major activity and residential centers of the metropolitan area should be developed. Exclusive bicycle paths shall be encouraged where there is heavy vehicular and pedestrian traffic.

#### Landscaping

6. Landscaping shall be considered in the design of the transportation system. Within the constraints of financial resources, such landscaping shall include the planting and maintenance of trees by governments and private individuals to protect the livability of the area.

### Public Transportation

7. Transit facilities and services shall maximize accessibility and mobility for transit users through scheduling and routing programs. Within the financial capability of the transit district, efforts should be made to provide transit service to the physically handicapped, and to provide convenient terminal and on-route, weather-protected waiting areas.

### Neighborhoods

8. The transportation system should be located and constructed to support and preserve the character of the neighborhoods.

### Compatible Facilities

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

### Access Control

10. Traffic movement on arterial street should be facilitated by limiting or controlling access wherever possible.

### Transit Facilities

11. Transit facilities convenient to the public should be included in the design and construction of public buildings, schools, shopping centers, industrial parks and planned unit developments.

### Off-Street Parking

12. Adequate off-street parking shall be provided for all commercial development. When appropriate, transit services and shelters shall be provided in lieu of some off-street parking. Parking and loading facilities shall be designed so that ingress and egress drive ways do not disrupt the efficient flow of traffic on arterial streets, intrusion into abutting uses is minimized, and safe and convenient pedestrian circulation is provided.

### Railroad

13. Local governments in the Salem urban area shall continue to coordinate efforts with the Public Utility Commission to insure that all street/track crossings are adequately provided with gates, lights, and grade-crossing predictors.

### Railroad

14. Conflicts between rail and vehicular traffic should be minimized or, where possible, eliminated.

### State Programming

15. Local governments will coordinate with the Oregon Department of Transportation in the implementation of the ODOT six-year high way improvement program.



#### Improvement Responsibility

16. Improvements of streets in addition to those in or abutting a development may be required as a condition of approval of subdivisions and other intensifications of land use.

#### Airport Compatibility

17. Land uses around McNary Airport shall be required to provide an environment compatible with the airport and its operations and which will not be adversely affected by noise and safety problems. Appropriate development regulations shall be adopted as the City of Salem identifies suitable technical and procedural measures.

#### Airport Compatibility

18. Because of potential hazards to airborne aircraft, land uses beneath designated approach surfaces within 10,000 feet of the end of McNary Field runways shall not create water impoundments accessible by water fowl.

#### Airport Compatibility

19. Commercial uses and other uses that result in concentrations of people shall be prohibited within the clear zones of the runways at McNary Field to avoid danger to the public safety by potential aircraft accidents.

### **J. OPEN SPACE, PARKS AND RECREATION**

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

#### Park Acquisition and Development

1. Public parks shall be acquired and developed as recommended by the "Park and Recreation Technical Study for Salem and the Urban Growth Area," consistent with the availability of resources to meet such requirements. Early acquisition of park sites shall be considered in anticipation of future needs and to minimize land costs.

#### Priority Acquisition

2. Priority shall be given to acquiring and developing community and neighborhood parks, except in isolated sub-neighborhood units where improving access to existing parks will be given first priority in satisfying recreational needs.

#### School Site and Parks Coordination

3. The acquisition of future park sites shall be coordinated among the Counties, the cities, the state and the school district to further the joint acquisition and development of park and school sites.

#### Location of Neighborhood Parks

4. New neighborhood parks should be located adjacent to elementary school sites where opportunities exist.

#### Location of Community Parks

5. New community parks should be located adjacent to secondary school sites where opportunities exist.

#### Recreation

6. Public and private efforts to meet a wide variety of recreational needs shall be encouraged.

#### Open Space

7. Identified open space areas shall be protected. A change in use of these areas shall be reviewed to evaluate the effects of such a change.

#### Heritage Trees

8. Heritage, historic and other significant stands of trees, as approved by the City Council and relevant County Board, should not be cut or otherwise damaged except when deemed necessary for public safety or practical reasons.

#### River Related

9. The development of uses relating to the river for recreation and scenic enjoyment should be encouraged.

### **K. SCHOOL LOCATION AND DEVELOPMENT**

GOAL: To insure that the coordination of planning, siting, development of schools is consistent with the Salem Area Comprehensive Plan.

#### Public School Planning

1. Planning for school location and siting should be done in close coordination with ongoing comprehensive planning, taking into consideration the following:

- (1) the neighborhoods the schools are to serve,
- (2) any site limitations,
- (3) the impact upon the transportation system,
- (4) pedestrian access, and
- (5) projected residential growth patterns.

#### School Location Within UGB

2. Schools which serve students living within the urban growth boundary should be located within the urban growth boundary.
3. Schools should be located to avoid serious distractions to study or classroom activity.

#### Acquisition Sites

4. Acquisition of school sites should be coordinated with the cities and Counties to further the joint acquisition and development of park and school sites and to permit the joint use of school and park facilities.

#### School Access and Location

5. Each school should be located to provide the best possible access to the student population served.

a. Elementary Schools:

(1) Should be located in the center of existing or future residential neighborhoods within safe and reasonable walking distance of as many students as possible.

(2) Should be located in such a way that their attendance areas will be bounded, rather than intersected, by barriers presenting obstacles or dangers to children walking to and from school. Such barriers include major streets and highways, railroads, waterways and heavy industrial areas.

(3) Should, whenever possible, be on residential streets which provide sufficient access for buses and other necessary traffic but have a minimum of nonschool-related vehicle activity.

b. Secondary Schools

(1) Should have adequate, safe and direct access from the community's principal street network.

(2) Should be in locations which are geographically central to the population served.

(3) Should be designed, sited and constructed to encourage the use of walkways, bikeways and public transit.

## **L. PUBLIC AND SEMI-PUBLIC BUILDINGS AND LANDS**

**GOAL:** To provide for an arrangement of public and semi-public facilities and services that compliment private development and meet the needs of Salem area residents.

### Public Buildings

1. Principal local government, state and federal offices should be located within the downtown area.

### Capitol Mall

2. Within the Salem metropolitan area state-owned buildings which house the executive, legislative, judicial, or state-wide administrative offices of any state agency shall be located on the Capitol Mall, except when an agency can demonstrate the necessity of locating off the mall. Plans for development and redevelopment of State facilities shall take into account social, environmental, energy and economic impacts upon residential population.

### "J" Building

3. The historic "J" building at the Oregon State Hospital may be remodeled for state office purposes provided the primary access to the site is from Hawthorne Avenue and the proposal is consistent with the Oregon State Hospital and Penitentiary Properties Land Use Plan as adopted in 1976 and amended in 1983 and 1986.

### Access

4. Major public and semi-public buildings shall be located on or near arterials and have well-planned access and parking.

#### Convention and Conference Facilities

5. Convention and conference facilities for the Salem area shall be located in the downtown area close to other public and commercial facilities and with easy transportation access.

### **M. SCENIC AND HISTORIC AREAS, NATURAL RESOURCES AND HAZARDS**

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

#### Use of Agricultural Land

1. Where lands in part-time agricultural use have been included within the urban growth boundary, the agricultural use shall be encouraged to continue until such lands are needed for urban uses pending urban development. Properties in agricultural use will be considered for deferral of City sewer and water assessments and City tax differential upon annexation.

#### Agricultural Land in Salem and Outside the UGB

2. Where lands in agricultural and related resource uses are within the Salem city limits but outside of the urban growth boundary, the practice of these uses shall be encouraged to continue. Such designated areas shall be protected from intrusion by conflicting non-farm uses and influences. At such time as additional land is needed for urbanization, such areas may be considered for urban use for inclusion in the urban growth boundary due to their history and proximity to other urban uses.

#### Natural, Ecological, Historic and Scenic Areas

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

#### Drainage Courses

4. Natural drainage courses shall not be filled unless adequate alternatives are taken to accommodate the storm water runoff and surface drainage in the area.

#### Waterways

5. Waterways shall be protected, preserved, and maintained as drainage courses and scenic, recreational, and natural resources. These characteristics shall be considered during the development review process. Public access to waterways for maintenance purposes should be provided.

#### Wildlife Habitats

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

#### Flood Hazards

7. Development in the floodplain shall be regulated to preserve and maintain the capability of the floodplain to convey the flood water discharges and to minimize danger to life and property.

#### Geologic Hazards

8. Development in areas identified as geologically hazardous shall be prohibited, or permitted only to the extent the hazard is correctable without impairing other properties.

#### Aggregate Resources

9. The location, quality, and quantity of aggregate resources shall be identified. The property owner shall plan for the conservation, development, and redevelopment of the resource land as appropriate to meet future needs. The map designation of these lands shall be Resource Extraction, with a secondary designation established based on the redevelopment potential of the residual lands. The secondary designation shall not be activated until extraction operations have been terminated. The reclamation plans of the individual extraction operations, which are subject to local governmental review and approval, shall incorporate secondary land use designations for each parcel.

#### Historic Sites and Structures

10. The historic, cultural and architectural character of structures identified in the National Register of Historic Places and structures designated as historic buildings pursuant to Salem Revised Code Chapter 56 shall be preserved. Preservation is achieved by limiting those uses that conflict with the historic resource, identified to be building alteration and demolition. SRC Chapter 56, the implementing ordinance, provides the process for alteration/demolition review and limitation, as well as the procedure for making additional designations.

#### Wetlands

11. Salem urban area wetlands shall be identified, inventoried, and documented as to their significance as a resource. Such activities shall be coordinated among the jurisdictions. Appropriate comprehensive plan policies and development regulations shall be adopted by the next periodic review. In the interim development in areas identified as wetlands shall be permitted only to the extent granted by State and Federal regulatory agencies.

### **N. WILLAMETTE RIVER GREENWAY**

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

#### Use of Land

1. Regulations to control the use of land and the intensity of uses within the Willamette River Greenway Boundary shall be maintained. Vegetation and Wildlife

2. Riparian vegetation and wildlife within the Greenway Boundary shall be conserved. Conservation shall include protecting and managing riverbanks, sloughs, wildlife, and vegetation.

#### Scenic Easements

3. Scenic easements shall be used where practical to preserve and enhance the character of the river within the Greenway Boundary.

#### Public Access

4. Where private property is adjacent to public use areas, measures shall be taken to minimize disturbance to the private property.

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

#### Park and Recreation Sites

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

#### Changes of Land Uses

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

8. The review of proposed land use changes shall include the establishment of an appropriate setback from the Willamette River.

#### Aggregate Extraction

9. Aggregate extraction may be permitted within the river channel and on lands adjacent, when determined to be compatible with the purpose of the Greenway. Proposed extraction activities shall be designed to minimize the adverse effects on water quality, fish and wildlife, vegetation, bank stabilization, stream flow, visual quality, noise and potential land use.

#### Timber Harvesting

10. The harvest of timber will be conducted in a manner which will ensure that the natural scenic qualities of the Greenway will be maintained to the greatest extent practicable or restored within a brief period of time.

#### Dredging

11. The continued dredging of the Willamette River shall be encouraged for the purpose of channel maintenance, bank stabilization, and to facilitate commercial river traffic and recreational boating. Dredging operations should minimize the adverse impact on existing fish and wildlife habitat, riverbank vegetation and public and private property.

#### Visual Access

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

#### River Oriented Use

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

14. Except for aggregate and mineral extraction and processing, expansion of existing industries within the Salem Urban Area portion of the Greenway may be permitted only if such expansion is necessary to ensure their continuation or to comply with Federal or State requirements.