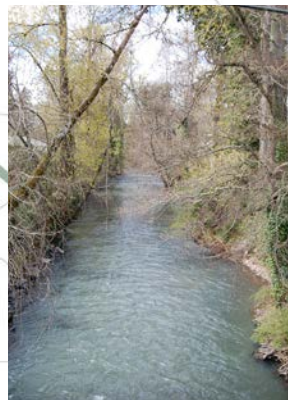


# NEN-SESNA NEIGHBORHOOD PLAN



Salem, Oregon  
March 11, 2015

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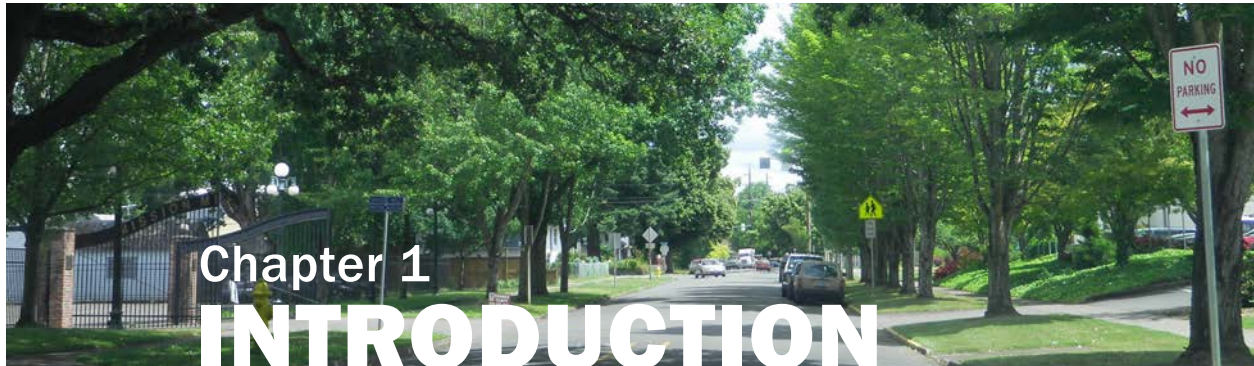
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This is the joint neighborhood plan for two Salem neighborhoods, Northeast Neighbors (NEN) and Southeast Salem Neighborhood Association (SESNA). The purpose of this neighborhood plan is to identify issues important to the neighborhoods and provide goals, policies and recommendations to guide and inform decisions affecting NEN and SESNA over the next 20 years. The NEN-SESNA Neighborhood Plan (Plan) is the result of a collaborative process called *Looking Forward: One Plan, Two Great Neighborhoods*. This process included extensive public outreach and input from neighborhood residents, property owners, business operators and other interested stakeholders. By embodying the desires and priorities of NEN and SESNA, this Plan aims to shape their future by guiding development and enhancing livability in the two neighborhoods.

This Plan is intended to be used by all those who have interest in the character, livability and future development of NEN and SESNA, including local officials, neighborhood and community groups, developers, property owners, public agencies and others. Specifically, the Plan will serve as a basis for NEN and SESNA's recommendations to any City board, commission or agency. Likewise, City boards, commissions and agencies will consider this neighborhood plan when making decisions or recommendations that would affect the neighborhoods. The City Council may also consider this neighborhood plan before making any final decision about the acquisition, construction or improvement of public facilities in the two neighborhoods.

## Relationship to the Comprehensive Plan

The City Council adopted the goals, policies and generalized land use map of this Plan as components of the Salem Area Comprehensive Plan on February 9, 2015. Those components are consistent with the Comprehensive Plan as well as the statewide planning goals. Other portions of this Plan, including the recommended actions and Opportunities Maps, were adopted as support documents, which serve as policy guides for the City. (The terms "Goal," "Policy" and "Recommended Action" are defined on the next page.)

The statewide planning goals, the Comprehensive Plan and the Salem Revised Code will control in the event of any conflicts between them and this adopted neighborhood plan.

## Terms

This Plan uses the terms “Goal,” “Policy,” and “Recommended Action” as defined below:

**Goal:** A goal is a statement that describes what the neighborhoods want to accomplish. Goals are the broadest expression of the neighborhoods’ desires.

**Policy:** A policy is a statement that sets a preferred course of action and is intended to guide and determine decisions that impact the neighborhoods. Policies are more specific than the goals to which they relate, and policies reflect the neighborhoods’ positions on how goals should be implemented.

**Obligation:** Goals and policies contained in this Plan are consistent with the Comprehensive Plan and statewide land use planning goals. They, along with the goals and generalized land use map, shall be the basis for NEN and SESNA’s recommendations to any City board, commission or agency. Likewise, they shall be considered by City boards, commissions and agency staff in making any decision or recommendation which would affect the neighborhoods of NEN and SESNA.

**Recommended Action:** A recommended action is a specific strategy or project that NEN and SESNA want the City, neighborhoods or others to undertake to address identified issues and advance related goals.

**Obligation:** Recommended actions are adopted as support documents to the Comprehensive Plan and serve as policy guides. They are not consistent with the Comprehensive Plan. The listing of recommended actions in this Plan does not obligate the City to accomplish them. The City, property owners and applicants for development, however, are encouraged to consider and incorporate recommended actions into projects in or adjacent to NEN and SESNA. Some recommended actions call for changes citywide.

City staff determined whether a statement, strategy or project was a policy or recommended action by figuring out if it was consistent with the Comprehensive Plan. For example, if a transportation project was listed in the City’s Transportation System Plan - a component of the Comprehensive Plan - it became a policy. If not, it became a recommended action. Statements or strategies that called for changes to City codes became recommended actions.

Each policy and recommended action in this Plan is followed by the word *NEN-SESNA* or *citywide*. This indicates whether the policy or recommended action is intended for the neighborhoods of NEN and SESNA or for the city of Salem generally. Policies and recommended actions that say *NEN-SESNA* may address concerns about areas outside of NEN or SESNA, but they have direct impacts on one or both of the neighborhoods. Policies and recommended actions that say *citywide* are important to NEN and SESNA but could also be implemented citywide.



## Plan Overview

This Plan provides goals, policies and recommended actions to help shape the future of NEN and SESNA as envisioned by the two neighborhoods. It contains the following chapters:

- Chapter 1: Introduction
- Chapter 2: Neighborhood Profiles
- Chapter 3: Residential Development
- Chapter 4: Commercial Development
- Chapter 5: Mixed-Use Development
- Chapter 6: Industrial Development
- Chapter 7: Neighborhood Heritage and Historic Preservation
- Chapter 8: Transportation
- Chapter 9: Public Services and Facilities
- Chapter 10: Parks and Open Space
- Chapter 11: Opportunity Area: State Street Corridor
- Chapter 12: Opportunity Area: McGilchrist Street Area
- Chapter 13: Opportunity Area: North Campus of the State Hospital
- Generalized Land Use Map
- NEN Neighborhood Opportunities Map
- SESNA Neighborhood Opportunities Map

The chapters of this Plan are organized as follows. Chapters 1 and 2 provide background information about NEN, SESNA and the neighborhood plan and planning process. Chapters 3 through 10 contain goals, policies and recommended actions related to specific issue areas such as transportation or neighborhood heritage. Each of the issue-specific chapters starts with a brief introduction that describes the existing conditions of the neighborhoods.

Chapter 11 through 13 focus on specific areas in or adjacent to NEN and SESNA – opportunity areas – that are important to the future growth, social and economic vitality, and livability of the neighborhoods. Three opportunity areas are identified in this Plan: the State Street Corridor, the McGilchrist Street Area and the North Campus of the State Hospital.

Following the 13 chapters are three maps. The first map, the generalized land use map (GLUM), is consistent with the Comprehensive Plan Map and serves as the land use plan for the next 20 years. The next two maps are Opportunities Maps, which depict the desired future of NEN and SESNA as envisioned by the two neighborhoods. These maps are not binding on the City, but instead, they illustrate how NEN and SESNA would like to see zoning and land use changed in the future. The maps reflect NEN and SESNA’s vision for the future of their neighborhoods.

## Process

NEN and SESNA partnered with the City of Salem in 2013 to create this new neighborhood plan. The planning process kicked off in April 2013 and concluded on February 9, 2015 with the adoption of this Plan by City Council. Numerous area residents, business operators, property owners and other stakeholders participated in the process, contributing their ideas to this Plan.

In the early stages of this project, public outreach consultant Barney & Worth, Inc. provided the City with project branding, outreach materials and a community engagement plan. The planning process for the neighborhood plan was named “Looking Forward,” and the corresponding logo was included in all outreach materials (Figure 1).

City staff conducted a wide variety of public engagement activities as described below. A steering committee also guided the planning process, providing valuable feedback and input. These public engagement efforts afforded the community maximum opportunity to participate in all phases of the development of this Plan. In total, the community contributed more than 500 comments throughout the neighborhood planning process. All of this input was used to develop the goals, policies and recommended actions in this Plan.

### *Steering Committee*

City staff formed the steering committee by asking the boards of NEN and SESNA for volunteers. The board, which included four NEN board members and three SESNA board members, met monthly with City of Salem planning staff members who managed the neighborhood plan process. The committee provided ideas and input on this Plan’s draft goals, policies and recommended actions as well as the format and agenda of neighborhood plan meetings. The committee also served as an important link to the two neighborhood associations and their boards.

*Figure 1*  
*Planning process logo for the NEN-SESNA Neighborhood Plan*



### *Neighborhood Plan Meetings*

Working with NEN and SESNA, the City of Salem held 15 neighborhood plan meetings to gather input from the community on a broad range of topics and geographic areas (see Figures 2 and 3). Meeting topics included neighborhood heritage and historic preservation, land use and demographics, transportation, public services and facilities, parks, housing, State Street Corridor, McGilchrist Area, North Campus of the State Hospital, Mission Street and Airport, Commercial Development, Industrial Development and Preferred Land Use.

All of the meetings were held at Court Street Christian Church except one, which was held at Aldrich Park. At most of the meetings, City of Salem planning staff members provided an overview of the neighborhood's existing conditions as they related to the given meeting topic. Participants then broke into smaller groups to engage in interactive exercises meant to capture their ideas, concerns, feedback, questions and priorities. These exercises included a visual preference survey, land use mapping exercises, and the prioritization of goals.

### *Project Website*

The City of Salem created a Looking Forward project website – [www.cityofsalem.net/lookingforward](http://www.cityofsalem.net/lookingforward) – to provide the community with up-to-date information about the neighborhood planning process as well as opportunities to participate. The website included meeting presentations, meeting minutes, background information, and contact information for NEN, SESNA and the City. The website also included draft neighborhood plan goals, policies and recommended actions as well as links to a survey, Facebook page and Twitter feed.

*Figure 2  
Residents, property owners, Councilor Chuck Bennett and other stakeholders participate in a neighborhood plan meeting at Court Street Christian Church.*



### Surveys

Early in the planning process, the City of Salem planning staff developed a survey to better understand the issues important to the two neighborhoods. The survey was provided online and in hard copy at neighborhood plan meetings. The survey results informed the topics of the neighborhood plan meetings as well as the goals, policies and recommended actions in this Plan. The City of Salem mailed out a second survey in early 2014 to identify issues and desired improvements in the 12<sup>th</sup> and 13<sup>th</sup> Street corridor between Mission Street SE and McGilchrist Street SE. The results informed recommendations related to that corridor.

### Flyers

The City of Salem planning staff created flyers to publicize future neighborhood plan meetings and solicit interest in the planning project. The flyers were distributed to the two neighborhoods in a variety of ways, including as handouts at regular meetings of NEN and SESNA. Other methods included passing them out door to door, sending them home in student backpacks, and mailing them to property and business owners in targeted areas. A postcard was mailed to all property owners, residents and business owners in NEN and SESNA to announce the April 9 kick-off meeting, which was attended by roughly 80 people.

### Emails

Throughout the Looking Forward planning process, the City of Salem planning staff emailed information about upcoming meetings, updated documents and meeting minutes to more than 350 interested stakeholders. These stakeholders included NEN and SESNA board members, property owners, residents and business operators.

Figure 3  
Residents discuss zoning at a neighborhood plan meeting at Court Street Christian Church



### *Social Media*

The City of Salem planning staff utilized Facebook and Twitter throughout the Looking Forward process to reach out to social media users. Meeting information, project milestones, photos and relevant articles were announced through the two social media tools.

### *Stakeholder Interviews*

Consultant Barney & Worth, Inc. interviewed 18 stakeholders early in the planning process to begin to learn about the issues and opportunities in NEN and SESNA. Stakeholders included NEN and SESNA board members, business owners, developers, City officials and City staff. Input from these stakeholders also informed future meeting topics.

### *Plan Adoption*

A draft version of this Plan was available for review and comment by all NEN and SESNA residents, property owners, business operators and community stakeholders in September 2014. The City of Salem Planning staff also presented the draft neighborhood plan at two public informational meetings on September 9 and 23, 2014. Staff revised the draft Plan based on input from these meetings and other outreach efforts. The executive boards of NEN and SESNA adopted the draft Plan by resolution on October 7 and 16, 2014, respectively. The Planning Commission held a public hearing on the draft Plan on November 18, 2014 and voted to recommend adoption by the City Council. The City Council held a public hearing on the Plan on January 26, 2015 and adopted it on February 9, 2015.



NEN and SESNA are established urban neighborhoods near downtown Salem. They share a border along State Street, with NEN to the north and SESNA to the south (Figure 4). Together, the two neighborhoods are approximately 2,320 acres in size, and they contain a diversity of uses and natural resources. NEN and SESNA also include numerous historic resources as they are among the oldest neighborhoods in Salem, and they have relatively flat topography.

NEN is bordered by the Oregon State Fair property to the north, 23<sup>rd</sup> and 24<sup>th</sup> Streets NE to the east, State Street to the south, and the Southern Pacific railroad to the west. The neighborhood is mostly residential in nature and contains more than 150 historic homes as well as the Court-Chemeketa Historic District. Roughly 755 acres in size and effectively built out, NEN is home to three public schools as well as several churches and parks.

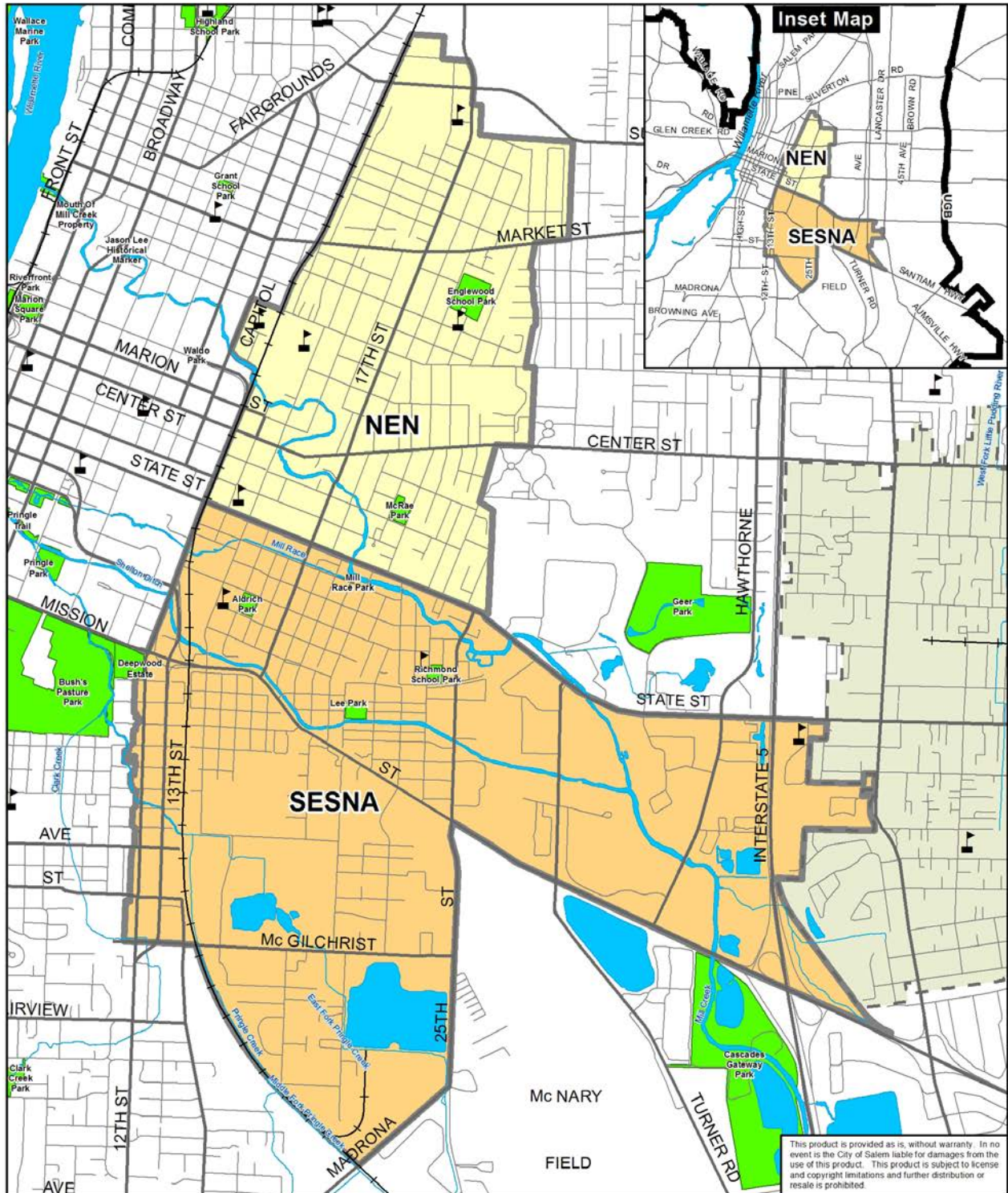
NEN is intersected by several major east-west streets that carry large volumes of traffic from outer areas of Salem to the downtown, including Center Street NE, D Street NE, and Market Street NE. These and other streets form a grid pattern that reflects the historic trolley lines that once ran through the neighborhood. Mature trees line many of the residential streets, contributing to the unique character and feel of the neighborhood.

Just south of NEN is SESNA, a larger neighborhood that is approximately 1,565 acres in size. As shown in Figure 3, the neighborhood is bordered by State Street to the north, City limits to the east, Mission Street SE and the airport to the southeast, Madrona Avenue SE and the Southern Pacific Railroad tracks to the south, and 12th Street SE to the west. The northwestern section of SESNA is similar to NEN in its historic, grid-like residential development pattern. To the south and east is a mix of industrial, commercial and public properties. This includes a largely industrial area around McGilchrist Street SE. The neighborhood also has three public schools and several parks.

SESNA has similar challenges as NEN. The neighborhood is traversed by streets such as Mission Street SE that carry large volumes of traffic to downtown Salem. Several creeks and waterways also cross through SESNA, including Mill Creek and Pringle Creek. These natural features have contributed to flooding in the neighborhood.

Both of the neighborhoods are represented by City-recognized neighborhood associations. SESNA was founded in 1976, and NEN was founded in 1974.

Figure 4  
NEN and SESNA Map



**NEN - SESNA Neighborhoods**

- Northeast Neighbors (NEN)
- Southeast Salem Neighborhood Association (SESNA)
- Outside Salem City Limits
- Parks
- Railroads
- Major Streets
- Streets
- Water Bodies
- Creeks
- Schools

0 0.125 0.25 0.5 Miles



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The two associations work on neighborhood projects, address neighborhood concerns, hold regular meetings and provide recommendations to City Council and other City boards and agencies (Figure 5).

## History

The area currently known as Northeast Neighbors (NEN) was largely open Willamette Valley prairie land prior to the late 19th century.<sup>1</sup> Upon the arrival of the Oregon and California Railroad Company line – which extended from Portland down to Salem in 1870, forming the majority of NEN’s west boundary – the neighborhood began its gradual transformation from rural to urban.

Indeed, the five or so decades following the introduction of the railroad line marked the most substantial period of commercial and residential development in NEN, with major institutions and businesses including the following:

- The Oregon State Penitentiary
- The homes now comprising the Court-Chemeketa Residential Historic District
- The Oregon State Linen Mill
- Salem Sanitary Milk, which evolved into the Deluxe Ice Cream Company
- The Kelly-Fahrquar Company, a vegetable canning company that is still in operation under the Rainsweet label

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<sup>1</sup> NEN history written by NEN board member Nicholas King. The synopsis summarizes “A Brief History of Salem’s Northeast Neighbors (NEN) Neighborhood” by NEN board member Ken Simila.

Figure 5

SESNA members rake leaves at a neighborhood home to beautify the neighborhood and meet neighbors through the “Leaf it Together” project in 2010.





- Willamette Cherry Growers, which currently operates as Oregon Cherry Growers
- Numerous churches serving the community and city of Salem more broadly, including St. John Lutheran, Salem First Church of the Nazarene, Court Street Christian Church and Englewood United Methodist
- Public schools such as Englewood School (1911); J.L. Parrish Jr. High (1923); and the current North Salem High School (1937), all of which serve NEN students

A wide variety of other businesses have operated in NEN over the years, including a lumber products mill, Salem General Hospital, model and hobby shops, grocery stores, pharmacies, gasoline stations, and cafes and restaurants. There have also been a range of professional services firms, including dentists, chiropractors, psychologists, law offices, real estate brokerages and others.

The latter half of the 20th century saw continued residential construction. Various portions of NEN reflect the architectural preferences of builders at the time, including some pockets marked by classic Craftsman-inspired homes reflective of the 1920s and 1930s, while others align with the smaller and simpler Post-War homes of the 1940s and 1950s. The residential areas of NEN continue to transition today, as developers renovate aging properties with modern sensibilities in mind.

Today, NEN is home to an ethnically and economically diverse population. There is a continually changing and growing list of businesses and civic institutions that serve as educational, cultural and employment centers for NEN residents and other Salemites.

Figure 6  
Street car on Asylum Avenue (current day Center Street NE) (Source: Salem Public Library)



The Southeast Salem Neighborhood (SESNA) is one of Salem’s oldest neighborhoods.<sup>2</sup> Many of its earliest non-native residents such as Pastor Gustav Hines, Alvin S. Waller and F. S. Hoyt were associated with the founding of the city in the 1840s. Their land claims were later transformed into a neighborhood that today has approximately 2,400 households and 440 businesses.

Adjacent to the city center, Salem’s main railway station and Willamette University, SESNA grew rapidly after 1890 when enterprises such as the Thomas Kay Woolen Mill took advantage of the power provided by several natural and artificial streams that traversed the neighborhood (Figure 7). Many businesses also emerged along the main thoroughfares such as State Street, 12th Street, Oak Street (along which the Geer railroad line also ran), and Turner Road (now Mission Street). By the 1890s, horse-drawn and, shortly thereafter, electrified trolley systems had also been built on many of the main thoroughfares such as State Street, 12th Street and Oak Street.

A wide variety of businesses have shaped SESNA’s history over the years. In addition to the woolen mill, there have been canneries, food processors, foundries, furnace and boiler works, lumber producers, tanneries, fuel companies, dairies, and a wide range of service and retail businesses to meet the needs of the neighborhood and the broader community.

Residential areas that included various housing styles spread themselves out between the main thoroughfares. Working class homes were often built in the traditional one-story “box style” with a hipped roof, but Queen Anne Cottages, Craftsman Bungalows and Colonial Revival style homes also dotted the area. In the early years of the 20th century, many SESNA residents worked in nearby

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<sup>2</sup> SESNA history written by SESNA chair William Smaldone. The synopsis rests largely on Lloyd Chapman’s “Historical Notes on the Southeast Salem Neighborhood,” completed in 1995.

Figure 7  
Thomas Kay Woolen Mill circa 1896 (Source: Salem Public Library)



businesses. Of the 580 individuals in SESNA listed in the City Directory of 1902, 50 worked in the woolen mill, 22 worked at the Oregon Nursery on State Street across from the State Penitentiary, and 20 were students at Willamette University. SESNA was also home to professionals of many types. Like today, the neighborhood consisted of people from all walks of life.

As the neighborhood grew up, it was served by schools such as the Richmond and Bush elementary schools (both built in 1912) as well as by Willamette University and many churches of various denominations. These institutions have always been central to the life of the neighborhood, serving as educational centers and gathering places for local people and providing for a variety of their needs. The Capital Park Wesleyan Church, which provides extensive after-school programming for many area children, exemplifies this tradition.

SESNA's central location, historic homes, schools, churches and parks combine to make it a vibrant place to live. Over the course of its long history, as the economy experienced ups and downs and the city expanded into new areas, parts of the neighborhood have at times experienced blight and elevated levels of crime. These have been effectively countered, though, through the concerted actions of the City, churches, schools, and residents. Today, the neighborhood is one of Salem's most diverse with a range of housing choices that make it an attractive area for newcomers and old-timers, renters and homeowners. Change has been rapid and constant, but SESNA remains one of Salem's most attractive historic neighborhoods.

## Demographics

As of the 2010 US Census, there were 9,263 people in NEN and 5,651 people in SESNA. Both neighborhoods have experienced a slight decrease in population since 2000 but are expected to see small increases over the next few years, according to the 2017 projections of ESRI, a geographic information system company.

The two neighborhoods have ethnically diverse populations. Roughly 19 percent of NEN residents and roughly 26 percent of SESNA residents identified themselves as being of a race other than only white in the 2010 US Census. More than a quarter of SESNA residents and 15 percent of NEN residents identified themselves as being Hispanic or Latino.

Household incomes are generally lower in NEN and SESNA than in the city overall, and the percentage of renters is generally higher in the two neighborhoods. In SESNA, for example, roughly 61 percent of occupied-housing units were rentals, according to the 2010 US Census. The percentage of single-person households was also higher in NEN and SESNA compared to the city overall. In NEN in particular, nearly 40 percent of households only had one resident, according to the 2010 US Census. Additional demographic information about the two neighborhoods is provided in Table 1.

Table 1  
Demographics of NEN and SESNA

SUBJECT	NEN	SESNA	CITY
Population	9,263	5,651	154,637
Median Age	36.9	29.4	34.5
Hispanic or Latino	15.2%	27.3%	20.3%
Housing Units	3,389	2,203	61,276
Vacancy Rate	7.8%	9.4%	6.5%
Occupied Housing Units	3,125	1,996	57,290
Owner-Occupied Housing Units	54.5%	38.8%	55.7%
Renter-Occupied Housing Units	45.5%	61.2%	44.3%
Households	3,125	1,996	57,290
Households with Children	24.5%	32.7%	33.8%
Households with One Person	38.2%	31.6%	28.8%
Average Household Size	2.31	2.60	2.55
Median Household Income	\$36,338 <sub>1</sub>	\$28,771 <sub>1</sub>	\$46,479 <sub>2</sub>

Source: 2010 US Census, ESRI 2012 Projections and 2012 American Community Survey.

1. Data from the ESRI 2012 Projections

2. Estimate from the 2012 American Community Survey 1-year estimates

All data is from 2010 unless otherwise noted above.

## Zoning and Land Use

Zoning is a tool that the City of Salem and other jurisdictions use to regulate the use of land and form of development in a community to protect and promote the health, safety and general welfare of the public. In Salem, the Unified Development Code (UDC), which is Title 10 of the Salem Revised Code, is the City's adopted zoning code. It implements the City's adopted Comprehensive Plan, shaping development in line with the City's long-term vision for its future. Specifically, the UDC prescribes allowable land uses and development standards such as maximum building heights by zoning district. It also contains parking and landscaping requirements, land use procedures and other regulations.

In NEN, the vast majority of land is zoned residential, as shown in Table 2 and Figure 7. Consistent with this zoning, single-family dwellings make up the predominant use in the neighborhood. Other housing types such as duplexes and multi-family developments are largely located in the southern portion of the neighborhood. There are limited commercial areas in NEN, with retail and office uses primarily in the following locations: State Street, southern portion of 12th and 13th streets NE, and 17th Street NE at the intersections with Market Street NE and Center Street NE. These areas generally have a commercial zoning designation.

SESNA encompasses a wide range of zoning districts, with industrial zoning making up the largest percentage of the land as shown in Table 2. Much of this industrially-zoned land is in the southern portion of the neighborhood around McGilchrist Street SE (Figure 8). Within this area is a mix of commercial and industrial uses as well as a pocket of housing located near Electric Street SE. Other housing in SESNA is generally located in the northwestern portion of the neighborhood. The primary commercial corridors in the neighborhood are located on State Street, Mission Street, and 12th and 13th Streets SE. They include an array of office, retail, medical and service-oriented uses. The eastern portion of SESNA contains a mix of State-owned properties, businesses, industrial uses and vacant land.

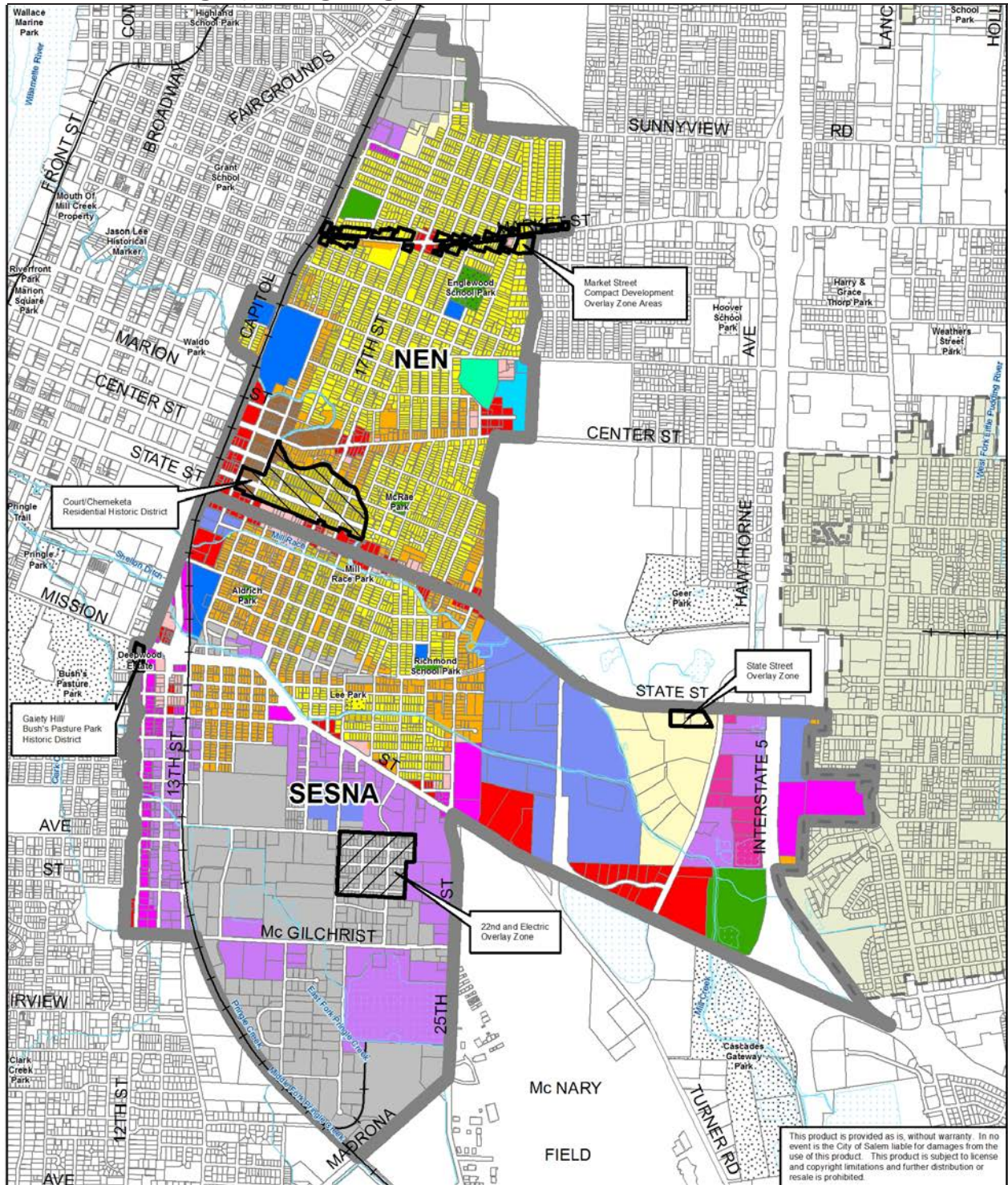
A general description of the zones located in NEN and SESNA are included in the glossary, which starts on page 78.

Table 2  
Zoning in NEN and SESNA

ZONING	NEN		SESNA	
	ACRES	% OF TOTAL ACRES	ACRES	% OF TOTAL ACRES
Single Family Residential (RS)	314.92	55.78%	61.78	4.98%
Duplex Residential (RD)	26.99	4.78%	29.91	2.41%
Multiple Family Residential 1 (RM1)	0.12	0.02%	0.43	0.03%
Multiple Family Residential 2 (RM2)	50.11	8.88%	104.1	8.4%
Multiple Family High-Rise Residential (RH)	17.45	3.09%	0	0%
Commercial Office (CO)	9.7	1.72%	15.3	1.23%
Commercial Retail (CR)	31.05	5.5%	76.04	6.13%
Commercial General (CG)	1.52	0.27%	75.94	6.13%
Industrial Commercial (IC)	5.31	0.94%	219.22	17.69%
Industrial Business Campus (IBC)	0	0%	20.9	1.69%
Industrial Park (IP)	7.02	1.24%	71.52	5.77%
Industrial General (IG)	35.66	6.32%	331.36	26.73%
Public Use (P)	64.67	11.46%	233.05	18.79%
<b>TOTAL</b>	<b>564.53</b>	<b>100%</b>	<b>1,239.56</b>	<b>100%</b>

Source: City of Salem. The acres and percent of total acres only include tax lots; right-of-ways are excluded. Split-zone tax lots were assigned the value with a greater percentage of the overall area for that lot.

Figure 8  
NEN and SESNA Zoning Map (Existing Zoning)



**NEN - SESNA Neighborhood Zoning**

- |                                     |  |                                     |
|-------------------------------------|--|-------------------------------------|
| Compact Development Overlay Zone    | Multiple Family High-Rise Residential (RH) | General Industrial (IG)             |
| Historic District                   | Commercial Office (CO)                     | Public Amusement (PA)               |
| Overlay Zone                        | Retail Commercial (CR)                     | Public-Private Cemetery (PC)        |
| Single Family Residential (RS)      | General Commercial (CG)                    | Public-Private Education (PE)       |
| Duplex Residential (RD)             | Industrial Commercial (IC)                 | Public Health (PH)                  |
| Multiple Family Residential 1 (RM1) | Industrial Business Campus (IBC)           | Public Service (PS)                 |
| Multiple Family Residential 2 (RM2) | Industrial Park (IP)                       | NEN - SESNA Neighborhood Boundaries |

0 0.125 0.25 0.5 Miles

Outside Salem City Limits

- Taxlots
- Parks
- Railroads
- Water Bodies
- Creeks



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## Chapter 3

# RESIDENTIAL DEVELOPMENT

NEN and SESNA are both home to older, established residential areas, though there are notable differences between the two neighborhoods. A major distinction lies in the prominence of housing. In NEN, the vast majority of the land is occupied by residential uses, with roughly 3,400 housing units located across the neighborhood. This is reflected in the neighborhood's zoning; approximately 410 acres is zoned residential (Figure 9). Most of the residential zoning is RS (Single Family Residential).

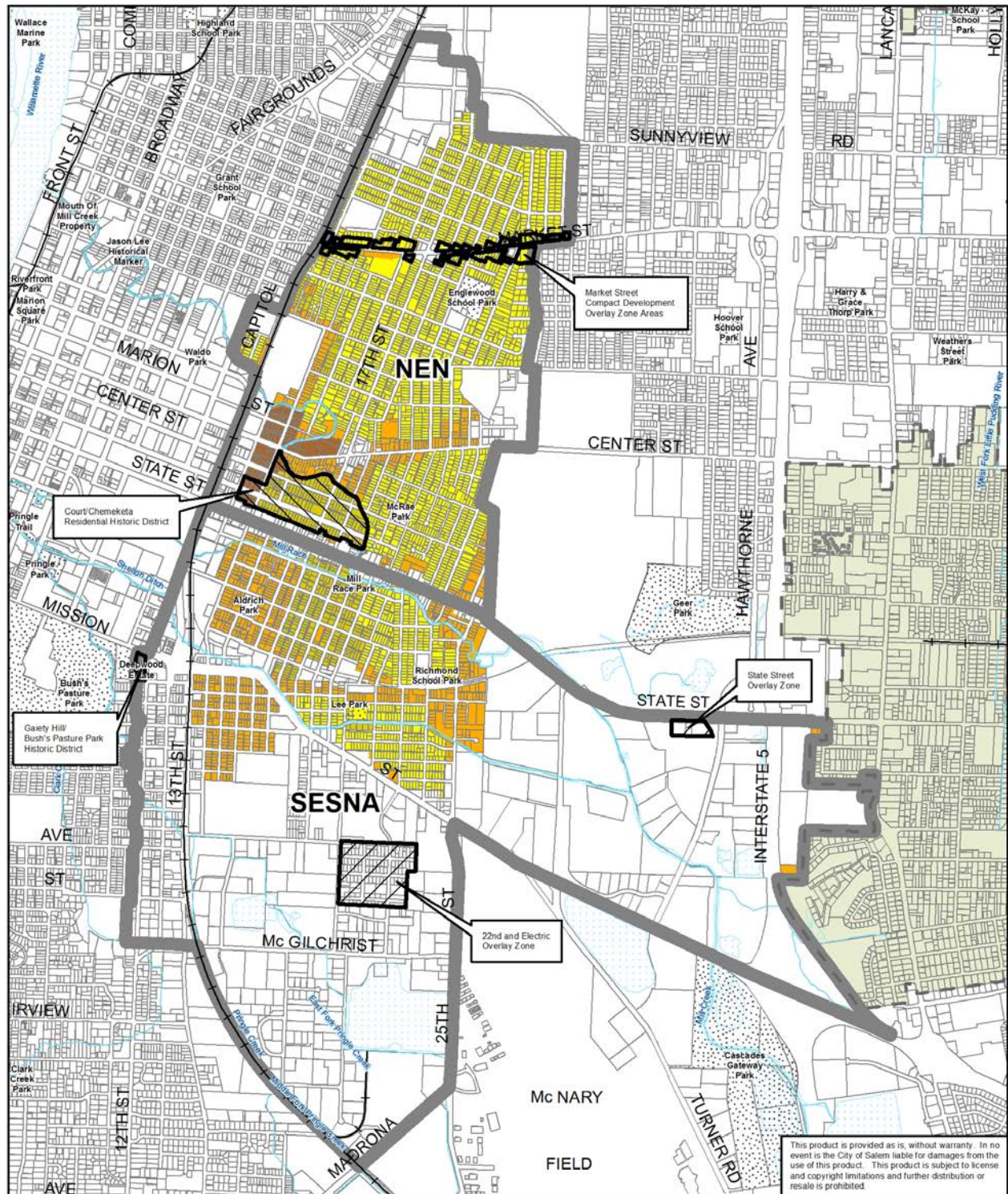
In contrast to NEN, less than a quarter of the land in SESNA is occupied by housing, and fewer than 200 acres of land is zoned residential. The majority of the residential zoning is multifamily zoning (Table 3). Most of this multifamily zoning is located west of 18th Street SE and near 25th Street. Of all neighborhoods in Salem, SESNA has the second largest amount of multifamily zoning as a percentage of its residential zoning.

Despite these differences, NEN and SESNA share many housing characteristics. Their residential neighborhoods are densely developed and largely consist of older homes on small lots. Single-family homes are the predominant housing type in both neighborhoods, even in areas where zoning allows for higher-density housing. The homes display a variety of architectural styles, and it is common for homes to have detached garages located behind them or to the side. In addition, NEN and SESNA each have more room and board facilities than any other neighborhood in the city. The residential areas in both neighborhoods are also largely built out, which means new housing development is likely to be infill.

The City of Salem took a closer look at its housing needs as part of a new Salem Housing Needs Analysis. This study built off of the 2011 regional housing needs analysis prepared for the Mid-Willamette Valley Council of Governments, and it concluded that Salem has a surplus of land in the Single Family Comprehensive Plan designation but a deficit of land (roughly 207 gross acres or 2,897 dwelling units) in the Multifamily designation. The new Salem Housing Needs Analysis recommended strategies to address this deficit and help Salem meet its housing needs in the future.

Looking forward, NEN and SESNA aim to protect and enhance their existing residential neighborhoods and ensure that new development is compatible with the neighborhoods' character. They also seek to promote a diversity of housing to meet the needs of existing and future residents. These priorities are embodied in the following goals, policies and recommended actions for NEN and SESNA. See Chapter 7 for additional recommendations related to residential neighborhoods.

Figure 9  
NEN and SESNA Residential Zoning Map



**NEN - SESNA Neighborhood Residential Zoning**

- Single Family Residential (RS)
- Duplex Residential (RD)
- Multiple Family Residential 1 (RM1)
- Multiple Family Residential 2 (RM2)
- Multiple Family High-Rise Residential (RH)

- Compact Development Overlay Zone
- Historic District
- Overlay Zone
- NEN - SESNA Neighborhood Boundaries

- Outside Salem City Limits
- Taxlots
- Parks
- Railroads

- Water Bodies
- Creeks



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## GOAL 1 RESIDENTIAL NEIGHBORHOODS

Maintain and reinforce residential neighborhoods as safe, attractive and stable places to live.

### POLICIES

- P1.1 Existing residential areas shall be protected from uses and activities that cause an excessive level of noise, pollution, traffic volume, nuisances and hazards. *(NEN-SESNA)*
- P1.2 Encroachment of non-residential land uses (except for open space) into residential areas shall be minimized. *(NEN-SESNA)*
- P1.3 Rehabilitation and maintenance of housing in existing neighborhoods shall be encouraged to preserve the housing stock. *(NEN-SESNA)*
- P1.4 The City should develop design standards for small multifamily developments to help ensure that such developments are compatible with existing residential neighborhoods. *(citywide)*

### RECOMMENDED ACTIONS

- A1.1 The City should create urban development standards to facilitate the development of infill housing and the rehabilitation of existing homes in older neighborhoods. *(citywide)*
- A1.2 The City should amend City codes to allow improvements to older, existing homes without the need for variances. *(citywide)*
- A1.3 The City should examine the RH (Multiple Family High-Rise Residential) zone in NEN to determine its effectiveness and compatibility with existing and desired land uses and whether the zone should be replaced by the RD (Duplex Residential) zone. *(NEN-SESNA)*

Table 3  
Residential Zoning in NEN and SESNA

RESIDENTIAL ZONING	NEN		SESNA	
	ACRES	% OF TOTAL ACRES	ACRES	% OF TOTAL ACRES
Single Family Residential (RS)	314.92	55.78%	61.78	4.98%
Duplex Residential (RD)	26.99	4.78%	29.91	2.41%
Multiple Family Residential 1 (RM1)	0.12	0.02%	0.43	0.03%
Multiple Family Residential 2 (RM2)	50.11	8.88%	104.1	8.4%
Multiple Family High-Rise Residential (RH)	17.45	3.09%	0	0%
Other Zones	154.93	27.45%	1,043.33	84.16%
<b>TOTAL</b>	<b>564.53</b>	<b>100%</b>	<b>1,239.56</b>	<b>100%</b>

Source: City of Salem. The acres and percent of total acres only include tax lots; right-of-ways are excluded. Split-zone tax lots were assigned the value with a greater percentage of the overall area for that lot.

- A1.4 The height, bulk, orientation and scale of residential infill development should be compatible with the character of the existing surrounding neighborhood. Where feasible, garages and parking areas should be located to the side or rear of homes to minimize their visual prominence and impact on the site and surrounding neighborhood. (*NEN-SESNA*)
- A1.5 The City should develop financial programs and incentives to encourage the rehabilitation and maintenance of the existing housing stock. (*citywide*)
- A1.6 The City should ensure that conversions from single-family dwellings to room and board facilities occur on an equitable basis throughout Salem. (*citywide*)
- A1.7 The City should amend City codes to only allow conversions of existing single-family dwellings to room and board facilities through a conditional use permit. All such approvals should include a condition requiring the room and board facilities to have an on-site manager. (*citywide*)
- A1.8 All room and board facilities should have an on-site manager. (*citywide*)
- A1.9 Developers should meet with neighborhood associations to discuss their projects early in the planning stages to help identify concerns and ensure such developments are compatible with the neighborhood (*citywide*)

## GOAL 2 HOUSING TYPES

Promote a diversity of housing types, designs and affordability levels while encouraging the efficient use of residential land.

### POLICIES

- P2.1 Multifamily developments shall be encouraged in locations near transit service where appropriate. (*NEN-SESNA*)

Figure 10  
Single-family homes in NEN



- P2.2 The development of affordable, workforce and mixed-income housing shall be encouraged to ensure housing options for people of all incomes. (NEN-SESNA)

### RECOMMENDED ACTIONS

- A2.1 To expand the range of housing choices, the City should amend City codes to allow accessory dwelling units in zones where single-family dwellings are permitted. (citywide)
- A2.2 The City and neighborhood associations should encourage the development of courtyard housing, zero side yard dwelling units, so-called skinny houses and innovative residential infill designs that provide flexible options for developing housing in a context-sensitive manner (See Figure 11). (NEN-SESNA)
- A2.3 The City should amend City codes to reduce parking requirements for infill development to encourage more efficient use of land and to promote affordable housing options. This should include reducing parking requirements for duplexes and multifamily development in the Compact Development Overlay Zone. (citywide)
- A2.4 Mixed-use developments should include housing units of different sizes and types such as micro-housing units to provide more housing choices in NEN and SESNA. (NEN-SESNA)
- A2.5 The City should amend City codes to allow zone changes to RD (Duplex Residential). Currently, City codes prohibit zone changes to RD. (citywide)

Figure 11  
Example of courtyard housing from Portland, Oregon





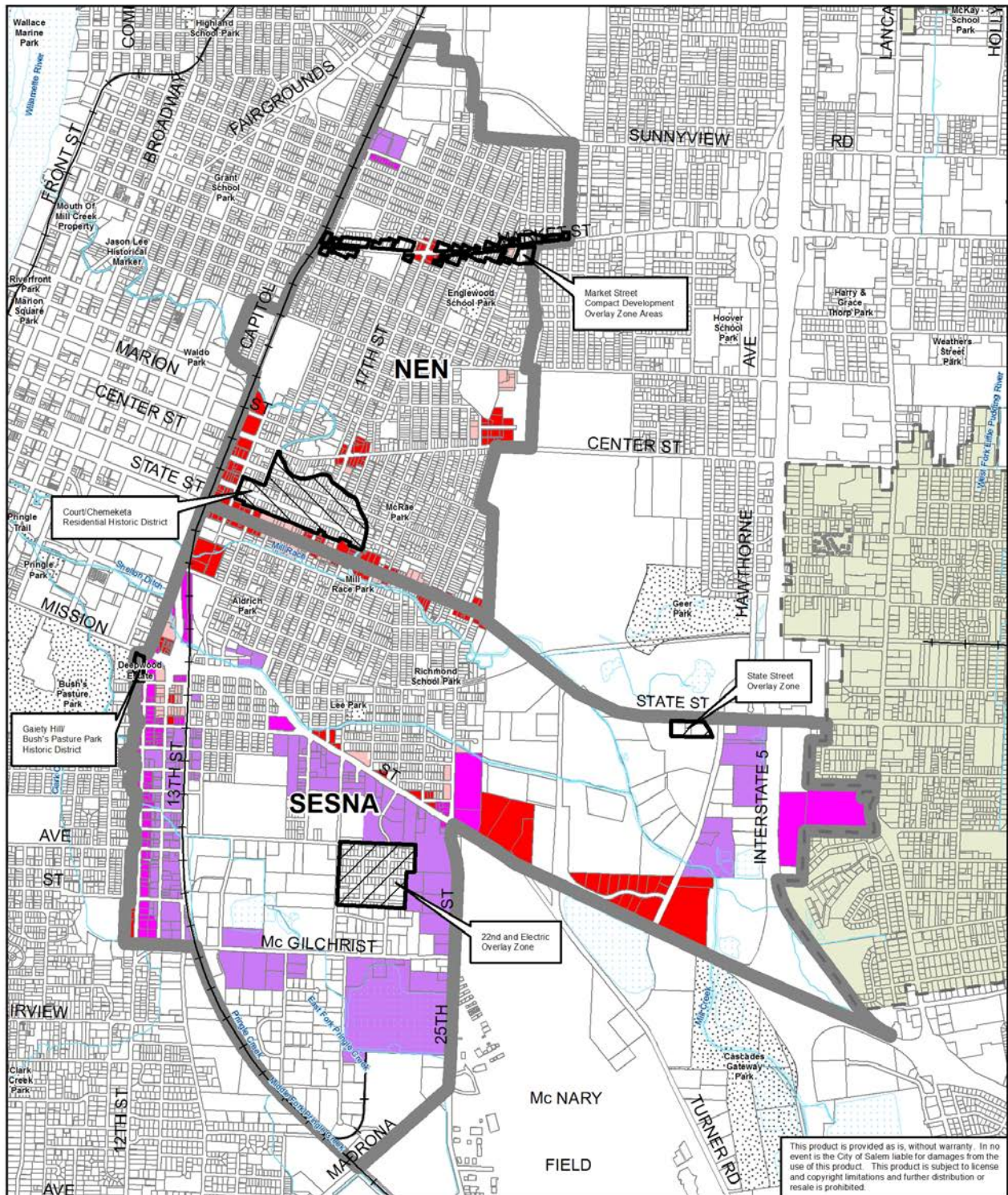
Commercial land is more prevalent in SESNA than in NEN. Specifically, more than 165 acres of land in SESNA has a commercial zoning designation, with roughly 220 additional acres zoned IC (Industrial Commercial). In contrast, fewer than 45 acres of land in NEN is zoned commercial, with roughly five additional acres zoned IC (Figure 12).

In SESNA, commercially-zoned land is largely located along major transportation corridors, including State Street, Mission Street SE, and 12th Street SE. State Street, which runs along the southern border of NEN, is an important east-west corridor, linking the city's core to employment and residential areas to the east. It is home to a variety of commercial uses – such as offices, retail uses and restaurants – in addition to housing and institutional uses. Another major corridor is 12th and 13th streets SE, which run north-south along the western edge of SESNA (Figure 13). The corridor offers a mix of professional and medical offices, auto-related businesses, retail establishments and light industrial uses. Mission Street, designated a parkway in the Transportation System Plan (TSP), is mainly characterized by auto-dependent development such as automobile dealerships, medical offices and the wholesaler Costco. All of these corridors provide services to areas beyond their immediately-adjacent neighborhoods.

Unlike SESNA, NEN has very limited areas of commercial development. Commercially-zoned properties on 12th and 13th streets south of Mill Creek contain a mix of offices, multifamily housing, parking lots and a grocery store. The commercial nodes at the intersection of 17th and Center Street NE (Figure 14) and the intersection of 17th and Market Street NE consist of retail, restaurant and service-oriented uses such as convenience stores. These commercial nodes are highly visible given their location on major corridors in Salem. Another commercial area in NEN is located north of Center Street NE and west of the State Hospital. The properties in this area include medical offices and nonprofit and religious organizations.

In 2011, the Salem-Keizer Regional Economic Opportunities Analysis identified several commercial industries that have the potential to grow in the region, including information technology and medical offices. It also concluded that the region has a deficit of commercial land based on employment projections through 2032. To better understand this and other land needs, the City of Salem conducted a new Salem Economic Opportunities Analysis. It concluded that Salem has a deficit of approximately 271 acres of land designated for commercial uses. The study recommended strategies to address this deficit and is intended to inform policy decisions about the city's employment lands.

Figure 12  
NEN and SESNA Commercial Zoning Map



**NEN - SESNA Neighborhood Commercial Zoning**

- Commercial Office (CO)
- Retail Commercial (CR)
- General Commercial (CG)
- Industrial Commercial (IC)
- Compact Development Overlay Zone
- Historic District
- Overlay Zone
- NEN - SESNA Neighborhood Boundaries
- Outside Salem City Limits
- Taxlots
- Parks
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- Water Bodies
- Creeks

0 0.125 0.25 0.5 Miles



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Through this planning effort, NEN and SESNA have identified several priorities related to commercial development, including encouraging attractive, walkable, vibrant commercial areas. These and other priorities have been captured in the following goals, policies and recommended actions.

### GOAL 3 COMMERCIAL DEVELOPMENT

Encourage new or retrofitted commercial development that creates vibrant, walkable, attractive urban environments and promotes access by alternative transportation modes.

#### POLICIES

- P3.1 Distinctive commercial corridors and nodes with safe and attractive streetscapes should be created in NEN and SESNA. Such corridors and nodes should include uniform pedestrian-scale lighting, street trees and continuous sidewalks. *(NEN-SESNA)*
- P3.2 Buffers between commercial development and adjacent residential uses shall be provided. *(NEN-SESNA)*

#### RECOMMENDED ACTIONS

- A3.1 The City should establish the following design guidelines for new and retrofitted commercial development to promote pedestrian activity and social vitality:
- Buildings should be located adjacent to the public street right-of-way to establish consistent and continuous building street walls and to create active pedestrian environments. (Minimize building setbacks from the public street right-of-way.)

Figure 13  
Commercial uses on 12th Street SE



- Off-street parking should be located to the side or rear of buildings.
  - A clear, continuous pedestrian walkway should be provided from the sidewalk to the primary building entrance and from the parking area to a building entrance.
  - Large commercial developments should include public plazas or courtyards to provide customers and pedestrians with inviting, social spaces.
  - Buildings should be oriented to the street with a primary building entrance facing the street. Buildings located on street corners can provide a primary building entrance at the street corner.
  - Building facades should be varied and articulated to avoid long, monotonous walls and to add visual interest. Building facades should also include ground floor windows.
  - The height and scale of infill commercial development should be context sensitive and should provide a sense of human scale and proportion. This should include pedestrian-scale shielded lighting. *(citywide)*
- A3.2 New strip commercial development should be prohibited in NEN and SESNA. *(NEN-SESNA)*
- A3.3 Developers of new or retrofitted multi-story commercial buildings should be encouraged to provide ground-floor retail or restaurant space to help activate the street. *(NEN-SESNA)*
- A3.4 The City should amend City codes to provide greater flexibility in parking requirements and to determine if reductions in minimum parking requirements for commercial uses are warranted. Greater flexibility could be provided by allowing reductions in off-street parking requirements

Figure 14  
Commercial uses on Center Street NE



based on factors such as proximity to transit, availability of nearby on-street parking spaces, availability of bicycle parking and provision of car-sharing spaces. The City should develop incentives to encourage joint parking by uses that have parking demands at different times. *(citywide)*

- A3.7 Neighborhood-scale commercial businesses should be established in NEN and SESNA to provide goods and services for nearby residences. *(NEN-SESNA)*
- A3.8 Efforts to increase transit service and provide enhanced transit stops along commercial corridors should be supported. *(citywide)*
- A3.9 The City should reduce the number and size of signs allowed in commercial zones to minimize sign clutter. *(citywide)*

## GOAL 4 COMMERCIAL REDEVELOPMENT

Support commercial redevelopment that enhances the pedestrian environment and adds vitality to existing commercial and mixed-use corridors and nodes.

### POLICIES

- P4.1 Existing commercial strip development should be redeveloped into more clustered, pedestrian-friendly development. *(NEN-SESNA)*
- P4.2 Landscaping shall be required when existing commercial properties are redeveloped. This should include landscaping along the perimeter of properties, particularly along sidewalks and streets. *(NEN-SESNA)*

### RECOMMENDED ACTIONS

- A4.1 The City should encourage the redevelopment of surface parking lots and vacant or underutilized properties into commercial or mixed-use development. The City should also discourage the development of new standalone surface parking lots. *(NEN-SESNA)*
- A4.2 Owners of underutilized properties along Mill Creek are encouraged to establish restaurants and cafes to provide creek-side dining opportunities. *(NEN-SESNA)*
- A4.3 Existing sidewalks adjacent to commercial redevelopment projects should be repaired to ensure safe pedestrian access. *(citywide)*
- A4.4 Property owners are encouraged to install perimeter landscaping when none exists. This could be in the form of potted plants. *(NEN-SESNA)*
- A4.5 The City should work with property owners on 12th and 13th streets SE to identify and make streetscape improvements along the two corridors. *(NEN-SESNA)*





Mixed-use development provides a mix of complimentary uses to create economic and social vitality. This type of development may include housing, retail, offices, services and civic uses, and it encourages compact development by efficiently using land. Mixed-use development also preserves open space, reduces automobile dependency, and promotes the use of alternative modes of transportation such as walking.

There are a variety of mixed-use zones and overlay zones in Salem that specifically promote mixed-use development, but none of them are located in NEN or SESNA (Figure 15). There are, however, opportunities to encourage more mixed-use development in the two neighborhoods. Specifically, NEN and SESNA have identified State Street – between 12th and 25th streets – and the North Campus of the State Hospital as potential locations for mixed-use development in the future (See Chapter 11 on the State Street Corridor, Chapter 13 on the North Campus of the State Hospital).

NEN and SESNA’s priorities related to mixed-use development include encouraging walkability, removing regulatory barriers to development, and reducing the need for automobile trips and parking. These priorities are reflected in the following goal, policies and recommended actions.

## GOAL 5 MIXED-USE DEVELOPMENT

Promote mixed-use development that encourages walking and bicycling, supports economic and social vitality, provides services to nearby residential neighborhoods, reduces reliance on automobile trips, encourages the efficient use of land and reduces the need for parking.

### POLICIES

- P5.1 The City shall facilitate mixed-use development that promotes walkability and reduces the need for single-occupancy vehicle trips and off-street parking. *(citywide)*
- P5.2 Mixed-use development shall provide pedestrian connections to adjacent residential areas where practical. *(citywide)*

### RECOMMENDED ACTIONS

- A5.1 Mixed-use developments should be located on or near major transportation corridors. *(NEN-SESNA)*

- A5.2 The City should amend City codes to allow mixed-use developments with housing as a permitted use in commercial zones. Specifically, the requirement for a conditional use permit for housing in commercial zones should be removed if such housing is included in a mixed-use development. *(citywide)*
- A5.3 The City should amend City codes to reduce parking requirements for mixed-use developments with housing to encourage the efficient use of land and promote access by alternative transportation modes. *(citywide)*
- A5.4 The City should develop design standards for new or redeveloped mixed-use developments that require off-street parking spaces to be located to the side or rear of buildings. *(citywide)*

Figure 15  
Mixed-use development on Broadway Street NE in the Broadway/High Street Retail Overlay Zone





## Chapter 6

# INDUSTRIAL DEVELOPMENT

NEN and SESNA contain nearly 700 acres of industrially-zoned land, most of which is in SESNA (Figure 16). In fact, roughly half of the land in SESNA is zoned industrial. Much of this land is located in the McGilchrist Street area, which includes uses ranging from manufacturing to warehousing to construction (Figure 16). The area also includes properties zoned IC (Industrial Commercial), which allows a mix of commercial and light industrial uses. In addition, this IC zoning is located along 13th Street SE in SESNA. This north-south transportation corridor is home to a diversity of uses, including many auto-related businesses.

Less than 10 percent of the land in NEN is zoned industrial. The industrial land, the majority of which is zoned IG (General Industrial), is located in the northern tip of the neighborhood. This area includes food processors, building materials businesses and other industries. A mix of other light industrial and commercial uses such as offices is also located in the area.

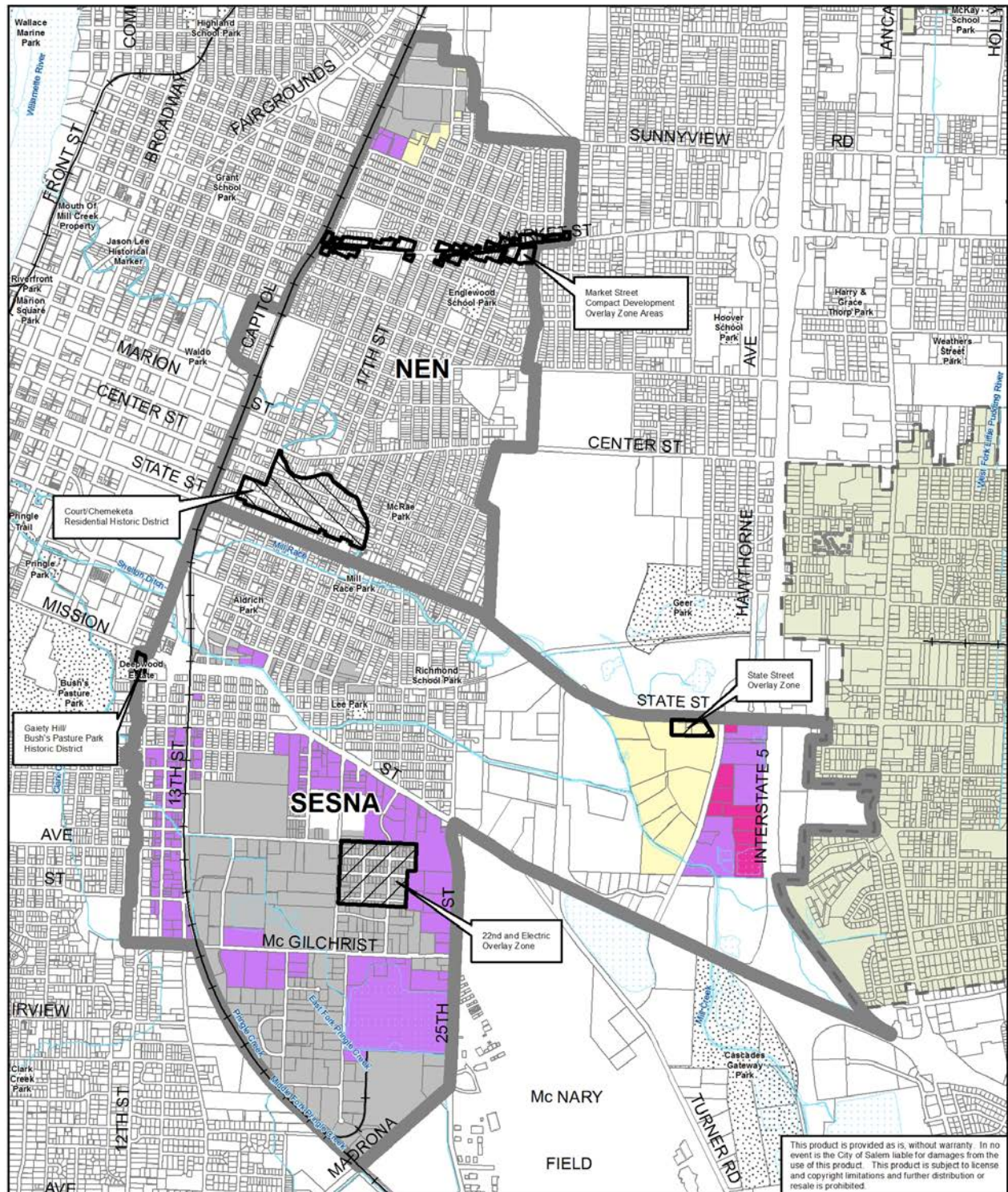
The 2011 Salem-Keizer Regional Economic Opportunities Analysis identified several industries that have the potential to grow in the region, including food processing, metals manufacturing, renewable energy, and warehouse and distribution. The study also concluded that the region has a surplus of roughly 360 acres of general industrial land based on employment and population projections through 2032. To better understand this and other land needs, the City of Salem conducted a Salem Economic Opportunities Analysis. The analysis concluded that Salem has more industrial land that is needed to accommodate projected employment growth. It also recommend strategies to enhance the relationship between the City's economic development and land use programs and incent job growth. The study is intended to inform policy decisions regarding industrial and commercial land.

NEN and SESNA have identified their own priorities for industrial development in their neighborhoods, including promoting job growth while minimizing negative impacts on residential areas. These priorities have been captured in the following goals, policies and recommended actions.

## GOAL 6 INDUSTRIAL DEVELOPMENT

Support and promote industrial development that strengthens the community's economic base, increases employment opportunities, and minimizes negative impacts on adjacent neighborhoods and the environment.

Figure 16  
NEN and SESNA Industrial Zoning Map



**NEN - SESNA Neighborhood Industrial Zoning**

- Industrial Commercial (IC)
- Industrial Business Campus (IBC)
- Industrial Park (IP)
- General Industrial (IG)
- Compact Development Overlay Zone
- Historic District
- Overlay Zone
- NEN - SESNA Neighborhood Boundaries
- Outside Salem City Limits
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## POLICIES

- P6.1 New industrial development adjacent to residential uses shall incorporate landscaping and screening to reduce negative visual impacts. *(citywide)*
- P6.2 The industrial base in NEN and SESNA should be diversified through the expansion of existing industries and the growth of new, clean industries. *(NEN-SESNA)*
- P6.3 The City should establish new – and continue existing – incentives to encourage the creation of new industrial and manufacturing jobs. *(citywide)*
- P6.4 Vehicular access to and from industrial sites should avoid going through residential neighborhoods. *(citywide)*
- P6.5 The City should encourage the establishment of small industrial businesses. *(NEN-SESNA)*
- P6.6 The conversion of industrial zones to CR (Commercial Retail) and CO (Commercial Office) zones should be discouraged unless such a conversion serves the community's interest and does not result in a deficiency of needed industrial land. *(NEN-SESNA)*
- P6.7 Industrial development should incorporate sustainable site design techniques such as green stormwater infrastructure to reduce negative impacts on the environment and community. *(citywide)*

Figure 17  
Industrial business on Madrona Street SE



- P6.8 Developers should be encouraged to create flexible spaces that can accommodate commercial and industrial uses in the IC (Industrial Commercial) zone. *(NEN-SESNA)*

### RECOMMENDED ACTIONS

- A6.1 NEN and SESNA support the establishment or expansion of industries such as: microbreweries, food and agricultural enterprises, aviation technology-related businesses (excluding major noise-generating businesses), medical equipment businesses and craft industrial businesses. *(NEN-SESNA)*
- A6.2 Developers of industrial buildings should employ innovative designs that are attractive and that incorporate green building techniques. *(citywide)*
- A6.3 NEN and SESNA should facilitate partnerships with local businesses, schools and the Salem Area Chamber of Commerce to promote the establishment of a vocational and/or technical center that provides training to community members. This could include culinary arts classes, technology workshops and creative arts classes. *(NEN-SESNA)*
- A6.4 The City, Salem Area Chamber of Commerce, the Strategic Economic Development Corporation (SEDCOR), NEN and SESNA should support business development and entrepreneurship by fostering a business-friendly environment, providing assistance to start-up businesses, and promoting industry clusters. *(NEN-SESNA)*
- A6.5 Developers and property owners should redevelop vacant and underutilized industrial properties. The City could promote redevelopment by encouraging changes to Oregon's tax code that would allow for a split-rate property tax whereby taxes on buildings could be lowered and taxes on land could be raised. *(citywide)*
- A6.6 The City should determine where office uses should be located in Salem and develop a strategy to direct such uses to those locations. This is related to policy P6.6. *(citywide)*



NEN and SESNA are older neighborhoods that contain many historic buildings. There are more than 150 structures in NEN that are designated as historic resources in Salem. Many of them are historic homes in the Court-Chemeketa Residential Historic District, which was listed on the National Register of Historic Places in 1987. Approximately 39 acres in size, the district includes a mix of larger, older homes on Court Street NE and bungalows and cottages on Chemeketa Street NE (Figure 18). The district reflects the character of a late 19th and early 20th century neighborhood.

SESNA has fewer historic buildings than NEN, with only 17 structures designated as historic resources. These structures are largely historic homes in the northwest portion of SESNA. The Willamette Heritage Center at the Mill, located on Mill Street SE, includes several historic structures such as the 1841 Jason Lee house and 1896 Thomas Kay Woolen Mill.

NEN and SESNA want to maintain and raise awareness about the historic resources in their neighborhoods. They also want to recognize the historic character of their neighborhoods and make it easier to improve existing older homes. The following are NEN and SESNA's goals, policies and recommended actions for neighborhood heritage and historic preservation.

## **GOAL 7 HISTORIC DISTRICTS AND PROPERTIES**

Support and maintain historic districts and designated historic properties.

### **POLICIES**

- P7.1 Buildings that are designated as local historic resources or are located in the Court-Chemeketa Residential Historic District should be preserved. *(NEN-SESNA)*

### **RECOMMENDED ACTIONS**

- A7.1 NEN and SESNA should work with the City's Historic Preservation staff and Historic Landmarks Commission (HLC) to conduct targeted outreach to property owners to educate them about the benefits and responsibilities of historic designations. *(NEN-SESNA)*
- A7.2 The continued operations and potential expansion of historic neighborhood assets such as The Willamette Heritage Center at the Mill should be supported. *(NEN-SESNA)*

- A7.3 NEN and SESNA should work cooperatively with the City's Historic Preservation staff to survey and designate eligible historic properties. *(NEN-SESNA)*
- A7.4 The City should continue or expand incentive programs for designated historic properties. *(citywide)*

## GOAL 8 NEIGHBORHOOD HERITAGE AWARENESS

Foster awareness of neighborhood history and heritage.

### RECOMMENDED ACTIONS

- A8.1 Historic brochures should be created to promote historic assets in NEN and SESNA. *(NEN-SESNA)*
- A8.2 Outreach programs such as local garden tours, home tours and walking tours should be developed to highlight the neighborhoods' assets and heritage. *(NEN-SESNA)*
- A8.3 NEN and SESNA should work collaboratively with the HLC to create an interactive, web-based storyboard that can be used as a tool for tours and education. *(NEN-SESNA)*
- A8.4 The reconstruction or establishment of significant historic features - such as a working trolley or streetcar as part of an integrated transit system - should be supported. *(NEN-SESNA)*

Figure 18  
Historic house in the Court/Chemeketa Residential Historic District





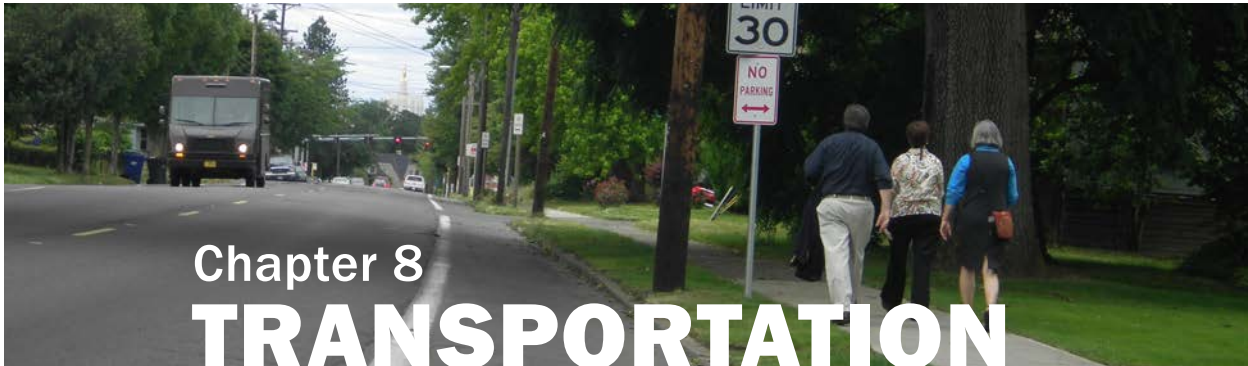
- A8.5 Property owners should be educated about resources and ways to repair and restore older buildings, including energy-efficiency improvements. *(NEN-SESNA)*
- A8.6 Owners of properties with current or former historic significance (e.g., Lord and Schryver gardens) should be encouraged to restore, recreate and showcase them. *(NEN-SESNA)*
- A8.7 Recognition should be given to successful restoration or rehabilitation projects that contribute to the character of the neighborhood. *(NEN-SESNA)*

## GOAL 9 HISTORIC CHARACTER AND LAND USE PATTERNS

Recognize and support the historic character and land use patterns of NEN and SESNA.

### RECOMMENDED ACTIONS

- A9.1 NEN and SESNA should work with other neighborhood associations to identify specific regulatory barriers to making improvements to older, existing homes. *(citywide)*
- A9.2 The City should amend City codes to allow improvements to older, existing homes without the need for variances or adjustments. This could be in the form of new regulations, new urban development standards, or alternative code formats. *(citywide)*
- A9.3 New development and redevelopment projects should incorporate design features and materials that reflect the existing character of neighborhoods such as front porches and garages built behind homes. *(NEN-SESNA)*
- A9.4 The City should amend City codes to make parking regulations more flexible to accommodate properties in older neighborhoods where strict parking standards cannot be met due to lot constraints. *(citywide)*



## Chapter 8 TRANSPORTATION

### OVERVIEW

NEN and SESNA have an integrated transportation network that accommodates automobiles, buses, bicycles and pedestrians. The street network is largely a grid that follows historic trolley lines. Many of the city's major east-west corridors cross through NEN and SESNA, including Market Street NE, Center Street NE and State Street, which are classified in the TSP as major arterials (Figure 19). Major arterials are intended to carry a high capacity of vehicles, and as such, they create challenges for pedestrians, bicyclists and the residential neighborhoods they bisect. Mission Street SE, a parkway that intersects Interstate 5, also cuts across SESNA, carrying tens of thousands of vehicles a day. Other streets in NEN and SESNA are minor arterials, collectors and local streets as described in the TSP.

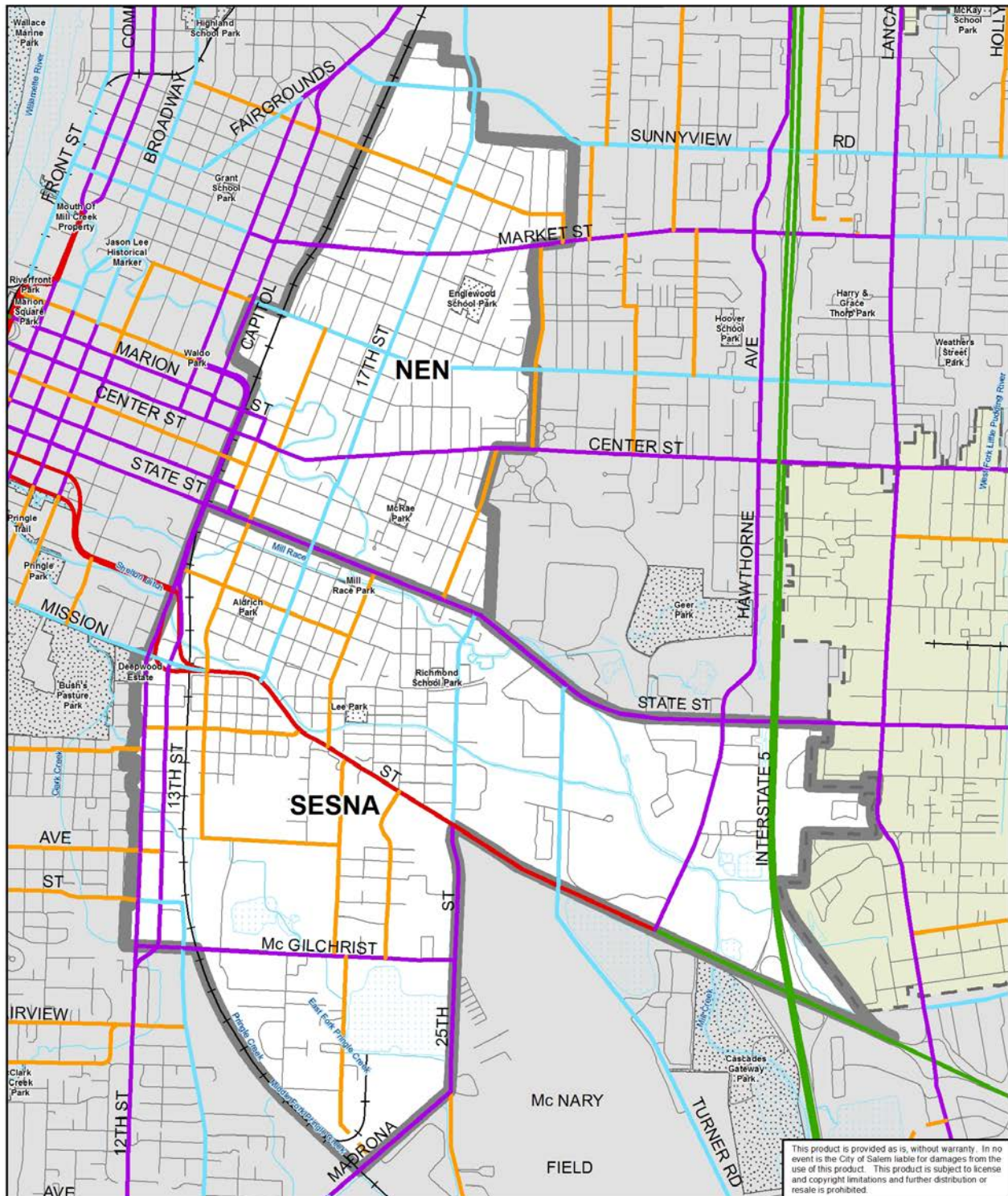
The transportation system is designed for alternative modes of transportation in addition to vehicles. Sidewalks, for example, are provided for pedestrians throughout most of NEN and SESNA. New sidewalks are proposed to be added in areas where they are currently missing (Figure 20). Extensive improvements to the bicycle network are also proposed in the TSP, including more bike lanes and shared use paths (Figure 21). These improvements will contribute to a safer bicycling environment. NEN and SESNA are relatively well served by transit, with Salem-Keizer Transit providing multiple bus routes through the neighborhoods.

The Union Pacific Railroad line runs through the neighborhoods on their western edge, providing businesses with rail access. An intermodal Amtrak and Greyhound station is also located in SESNA, giving residents the opportunity to take trains and buses. To mitigate noise impacts on the neighborhoods, the City established a Railroad Quiet Zone from Mill Street SE to Market Street NE. Trains crossing this zone are prohibited from sounding their horns as they approach road crossings unless there is danger on or near the tracks. The City plans to extend this quiet zone north to Silverton Road NE.

Overall, NEN and SESNA have an extensive transportation network with planned improvements; however, there are still issues that challenge the neighborhoods.

- Existing sidewalks are aging and are in need of repair.
- Busy streets create safety issues for bicyclists and pedestrians.
- Cut-through traffic decreases neighborhood livability and safety.
- Surface parking lots reduce the attractiveness of the neighborhoods.
- The City's standard street designs are not always compatible with these neighborhoods.

Figure 19  
Street Classifications Map



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**Street Classifications**

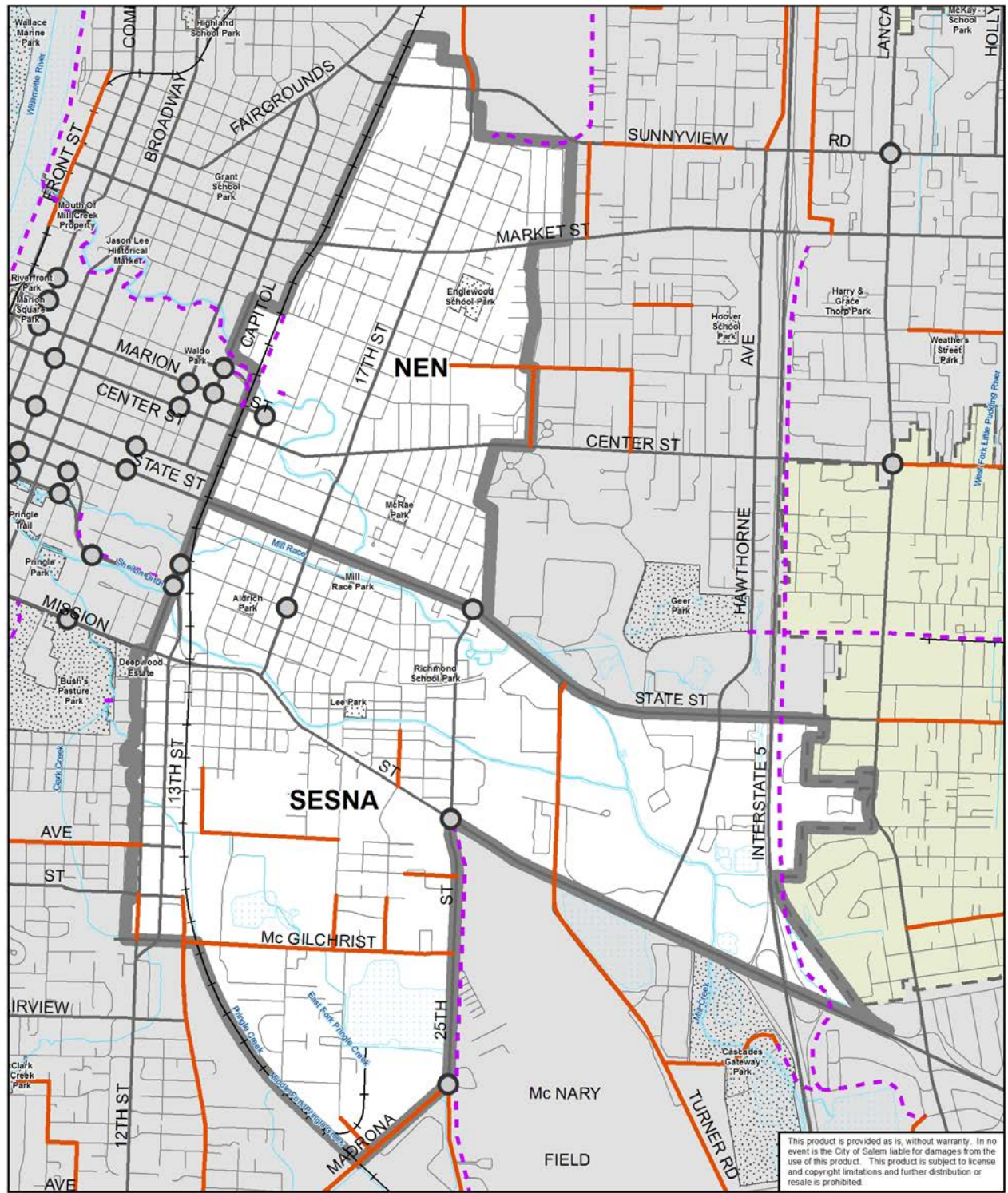
- |                |                       |                                     |              |
|----------------|-----------------------|-------------------------------------|--------------|
| Freeway        | Minor Arterial        | NEN - SESNA Neighborhood Boundaries | Streets      |
| Parkway        | Collector             | Outside Salem City Limits           | Water Bodies |
| Major Arterial | Future Minor Arterial | Parks                               | Creeks       |
|                | Future Collector      | Railroads                           |              |

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Figure 20  
Pedestrian Improvement Projects Map



**Pedestrian Improvement Projects**

- Proposed Intersection Improvements
- Proposed Shared Use Path
- Proposed New Sidewalks or Sidewalk Infill
- NEN - SESNA Neighborhood Boundaries
- Outside Salem City Limits
- Parks
- Railroads
- Major Streets
- Streets
- Water Bodies
- Creeks

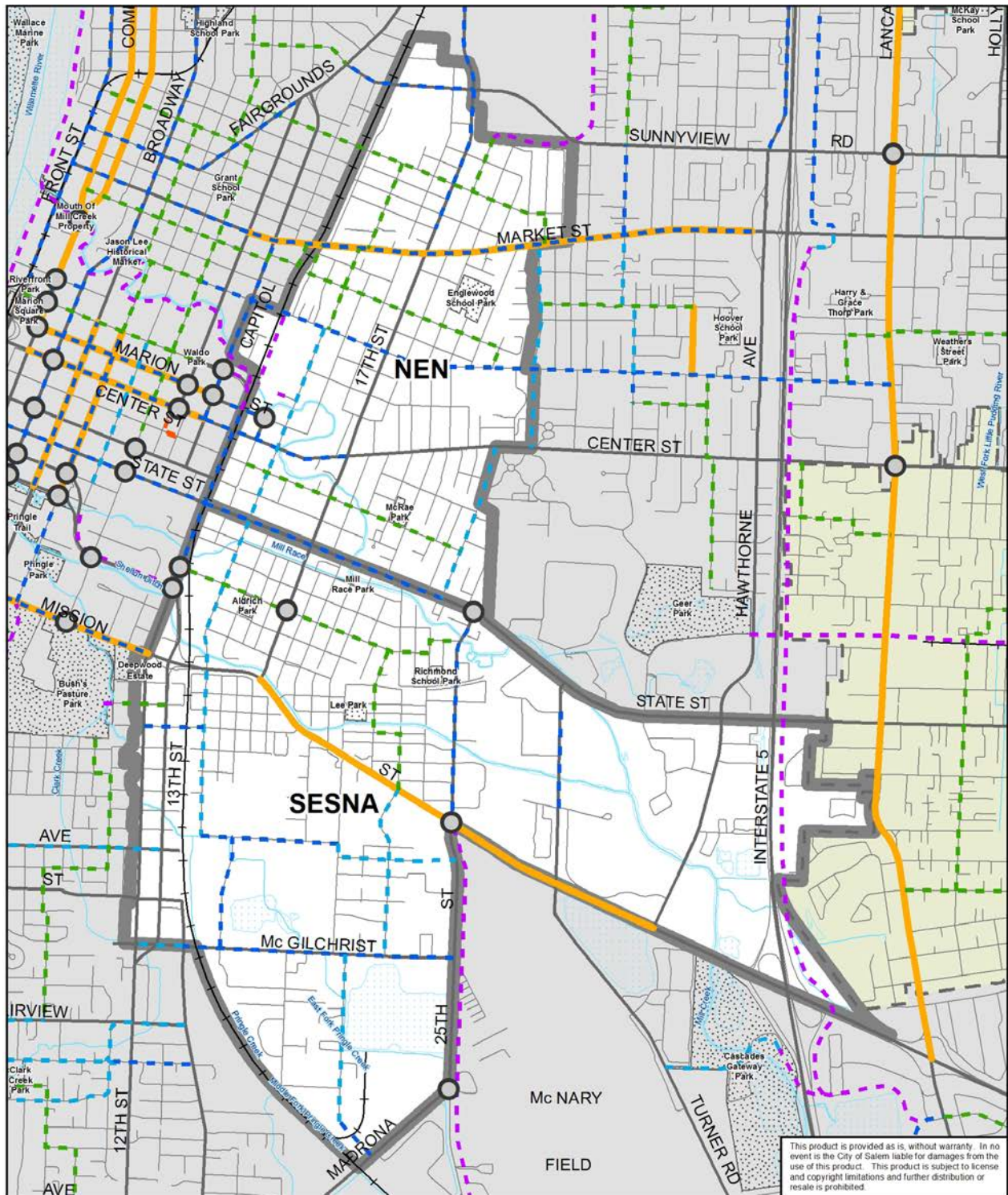
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Figure 21  
Bicycle Improvement Projects Map



**Bicycle Improvement Projects**

- Proposed Intersection Improvements
- Potential Enhanced Bikeways
- Proposed Shared Use Path
- Proposed Family Friendly Bikeway
- Proposed Shared Lane Markings
- Proposed Bike Lanes
- Proposed Cycle Track
- NEN - SESNA Neighborhood Boundaries
- Outside Salem City Limits
- Parks
- Railroads
- Major Streets
- Streets
- Water Bodies
- Creeks

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The following are NEN and SESNA's transportation goals, policies and recommended actions. They are designed to foster a transportation system that promotes safe travel and connectivity for all modes of transportation.

## GOAL 10 ALTERNATIVE TRANSPORTATION MODES

Promote the use and viability of alternative modes of transportation.

### POLICIES

- P10.1 Sidewalks and landscape strips that separate pedestrians from vehicle travel lanes and enhance the user experience should be provided on arterials to improve pedestrian safety. Deficient sidewalks should be improved to City standards. *(citywide)*
- P10.2 Pedestrian access to transit stops should be enhanced through new or improved sidewalks and walkways. *(citywide)*
- P10.3 New and redeveloped commercial and mixed-use projects should provide safe, direct and aesthetically-pleasing pedestrian connections to the existing and planned pedestrian network (e.g., sidewalks and paths) to increase walkability. *(citywide)*
- P10.4 Intersection improvements should be made in areas with high pedestrian traffic to enhance pedestrian safety. See Box 1 for projects NEN and SESNA consider priorities for their neighborhood associations. *(NEN-SESNA)*
- P10.5 The City should improve pedestrian connectivity by filling in the missing links in the sidewalk network. See Box 1 for projects NEN and SESNA consider priorities for their neighborhood associations. *(NEN-SESNA)*
- P10.6 The City should prioritize bike infrastructure projects that fill gaps in the existing bicycle network. Bike lanes should specifically be provided on major and minor arterials. See Box 1 for projects NEN and SESNA consider priorities for their neighborhood associations. *(NEN-SESNA)*
- P10.7 The City should install shared use paths to complement and connect to the sidewalk network. See Box 1 for projects NEN and SESNA consider priorities for their neighborhood associations. *(NEN-SESNA)*
- P10.8 Highly visible wayfinding signage should be installed to direct cyclists to safe bicycle routes. See Box 1 for projects NEN and SESNA consider priorities for their neighborhood associations. *(NEN-SESNA)*
- P10.9 Efforts to identify and implement funding strategies to provide adequate, stable revenue sources for transit should be supported. *(citywide)*
- P10.10 The visibility of the bicycle network should be increased through the use of signage and pavement markings on family-friendly bikeways and the

**BOX 1: TRANSPORTATION PROJECTS**

## Related to Policy 10.4

- Add a pedestrian island at the intersection of 17th and Mill streets SE
- Add pedestrian island at the intersection of 17th and Nebraska streets NE

## Related to Policy 10.5

- Install sidewalks on McGilchrist Street SE between Pringle Road SE and 25th Street SE
- Install sidewalks on D Street NE between Thompson Avenue NE and Park Avenue NE

## Related to Policy 10.6

- Install bike lanes on the following streets, which have been prioritized in order of importance:
  - Center Street NE west of 17th Street NE
  - 17th Street NE north of Norway Street NE
  - State Street west of 24th Street
  - McGilchrist Street SE
  - Market Street NE west of Hawthorne Avenue NE

## Related to Policy 10.7

- Develop a shared use path on 25<sup>th</sup> Street SE between Mission Street SE and Madrona Street SE

## Related to Policy 10.8

- Improve wayfinding signage on 13<sup>th</sup> Street SE to guide bicyclists to the shared use path that connects to Mission Street SE

## Related to Policy 11.1

- Provide traffic calming measures in the following locations:
  - 21<sup>st</sup> and 23<sup>rd</sup> Streets SE between State Street and Mission Street SE
  - 21<sup>st</sup> NE between Center Street NE and State Street
  - 24<sup>th</sup> Street NE
  - Chemeketa Street NE between 17<sup>th</sup> and 24<sup>th</sup> Streets NE
  - 14th Street between State Street and Oxford Street SE
  - Madison Street NE, between 24<sup>th</sup> and 17<sup>th</sup> Streets NE

## Related to Policy 11.2

- Add a right turn lane on Center Street NE at the intersection of 17th Street NE to improve eastbound traffic flow

use of colored bike lanes and striping enhancements elsewhere where appropriate. (*NEN-SESNA*)

- P10.11 The City should provide a safe bicycle and pedestrian connection between Union Street NE and the 12th Street Promenade. Recommendations for such a connection identified in the Central Salem Mobility Study should be advanced. (*NEN-SESNA*)

### RECOMMENDED ACTIONS

- A10.1 To enhance pedestrian safety, sidewalks wider than the 5-foot City standard should be provided where feasible and appropriate given the context of the built environment. (*NEN-SESNA*)
- A10.2 The repair of existing sidewalks should be prioritized during City budgetary processes. The City should work to establish continuous pedestrian routes as opposed to making sidewalk repairs in a more scattered approach. Priority should be given to upgrading critical American with Disabilities Act (ADA) routes. (*citywide*)
- A10.3 Marked crosswalks with safety enhancements (e.g. pedestrian islands) should be installed at major intersections and in areas with high pedestrian traffic, including the following locations (Figure 22):
- Market Street NE between 12th and 23rd Streets NE
  - Center Street NE between 17th and 24th Streets NE
- (*NEN-SESNA*)
- A10.4 Pedestrian safety and access between North Salem High School and Safeway should be improved. (*NEN-SESNA*)

Figure 22

Example of intersection improvements (marked crosswalk with a pedestrian island) on Center Street NE





- A10.5 The City should prioritize the funding of bicycle infrastructure projects by seeking grant funding, among other means. Bicycle infrastructure projects should continue to be included as components of larger street improvement projects in the City's Capital Improvement Plan. (*citywide*)
- A10.6 Bicycle facilities such as bike lanes should be provided on 14th Street SE south of State Street to improve bicycle connectivity to Bush Elementary School, State Street and other destinations along and near the north-south route. The City should also consider installing chicanes or other traffic calming measures on 14th Street SE to slow traffic and promote bicycle and pedestrian safety. (*NEN-SESNA*)
- A10.7 The City should consider moving the existing bike lanes on 12th and 13th streets SE so that they are located between the curb and on-street parking. (See existing bike lane in Figure 23) (*NEN-SESNA*)
- A10.8 The City should partner with transit providers and major employers to develop park and ride solutions for Downtown-area employees, students and commuters. (*citywide*)
- A10.9 Additional planning for the intermodal Amtrak and Greyhound station should be conducted to improve connectivity to existing transportation networks, including transit routes and bus stops. (*citywide*)
- A10.10 The City and transit providers should consider reestablishing a working trolley or streetcar on Center Street NE as part of an integrated, improved transit system. (*NEN-SESNA*)

Figure 23  
Bike lane on 13th Street SE



- A10.11 Salem Keizer Transit should be encouraged to make the transit system a mode of choice through route and stop locations as well as marketing efforts. Efforts to add transit stop amenities such as shelters should also be supported. *(citywide)*
- A10.12 The City should establish additional bicycle and pedestrian paths on side streets (off of major streets) and along former railroad right-of-ways. *(citywide)*

## GOAL 11 CONTEXT SENSITIVE STREET DESIGN

Design street improvements to promote neighborhood livability while increasing the efficiency of the existing transportation system.

### POLICIES

- P11.1 Traffic calming measures should be provided in residential neighborhoods to minimize cut-through traffic and speeding while maintaining connectivity. See Box 1 for projects NEN and SESNA consider priorities for their neighborhood associations. *(NEN-SESNA)*
- P11.2 The City should improve intersections of arterial streets to promote efficient travel movement by all modes of transportation. See Box 1 for projects NEN and SESNA consider priorities for their neighborhood associations. *(NEN-SESNA)*
- P11.3 The City shall continue the existing free street tree program. *(citywide)*

### RECOMMENDED ACTIONS

- A11.1 The City should develop alternative street designs for major and minor arterials that pass through developed neighborhoods and lack sufficient right-of-way to meet current design standards. Alternative designs should include bike lanes, wide sidewalks and street trees to slow traffic and increase neighborhood livability. Alternative designs should be considered for portions of Market Street NE, Center Street NE, D Street NE, 17th Street NE, State Street and 25th Street SE. *(citywide)*
- A11.2 The City should consider the reconfiguration of the eastern end of Marion Street/Center Street couplet to improve traffic efficiency and enhance pedestrian and bicycle safety and connectivity. *(NEN-SESNA)*
- A11.3 The City should add a right turn lane on 17th Street NE at the intersection of Center Street NE to improve northbound traffic flow. *(NEN-SESNA)*
- A11.4 The City and the Oregon Department of Transportation should study the timing of the traffic lights at the intersection of Bellevue and 12th Streets NE and the intersection of Mission and 17th streets SE to ensure the safe and efficient movement of vehicles and pedestrians. *(NEN-SESNA)*

- A11.5 The City should explore new ways to minimize cut-through traffic and reduce speeding in residential neighborhoods. (*citywide*)
- A11.6 The City should study the feasibility of a road diet on State Street whereby the number of travel lanes would be reduced to provide space for other streetscape improvements such as street trees, wider sidewalks and bike lanes. (*NEN-SESNA*)
- A11.7 NEN and SESNA should work with property owners and the City to plant street trees in front of commercial and industrial businesses as part of the existing free street tree program. (*NEN-SESNA*)
- A11.8 The City should reduce the speed limit on D Street NE to 25 mph in residential areas. (*NEN-SESNA*)

## GOAL 12 PARKING

Design and utilize on- and off-street parking to protect and enhance neighborhoods.

### POLICIES

- P12.1 New or improved parking lots should incorporate sustainable design features such as permeable pavement and bioswales to reduce negative impacts on surrounding neighborhoods. (*citywide*)

### RECOMMENDED ACTIONS

- A12.1 The establishment of paid on-street parking should be considered in neighborhoods with high parking demands. The revenue should be used to make improvements in that given neighborhood. (*NEN-SESNA*)
- A12.2 The redevelopment of surface parking lots into neighborhood-friendly projects should be encouraged, and the creation of new standalone parking lots should be strongly discouraged. This could be accomplished by having the City charge a fee for each parking space that is leased out in any new or existing standalone parking lot. (*NEN-SESNA*)
- A12.3 The City should amend City codes to promote shared parking, or the joint use of parking areas by different uses. (*citywide*)
- A12.4 The City should amend City codes to prohibit commercial parking lots in all residential zones. (*citywide*)
- A12.5 A parking management plan should be developed to address parking issues near the Capitol Mall and Willamette University. (*citywide*)



NEN and SESNA are relatively well served by existing public services and facilities. There are six public schools in the neighborhoods, including North Salem High School, Roberts High School, Parrish Middle School, and Bush, Richmond and Englewood elementary schools. Many of the schools have undergone renovations or repairs funded through the 2008 construction bond. NEN and SESNA have also worked to increase the number of street trees in their neighborhoods by partnering with the City of Salem and planting free street trees.

Water and sewer service is available throughout NEN and most of SESNA, except for areas around McGilchrist Street SE. Upgrades to the water, sewer and stormwater facilities in the two neighborhoods are proposed in the City's Capital Improvement Plan, Wastewater Management Plan and Stormwater Master Plan. The Stormwater Master Plan specifically aims to balance reductions in flood damages with improvements in stream water quality. The Floodplain Management Plan also identifies flood-related hazards and establishes an action plan to mitigate the hazards.

Both flooding and stream water quality have been identified as major issues in NEN and SESNA. Multiple creeks and waterways run through the two neighborhoods, including Mill Creek, Mill Race, Shelton Ditch and Pringle Creek. Large swaths of land in and around the creeks are in the 100-year floodplain (Figure 24). Numerous buildings are located within that floodplain. Over the years, there have been major floods in the two neighborhoods – the latest one occurring in 2012 – and they have resulted in property damage. Debris and trash have also detracted from the aesthetic value of the creeks.

The following goals, policies and recommended actions reflect NEN and SESNA's priorities. They focus on protecting the neighborhoods from future flooding while promoting the quality of creeks and waterways.

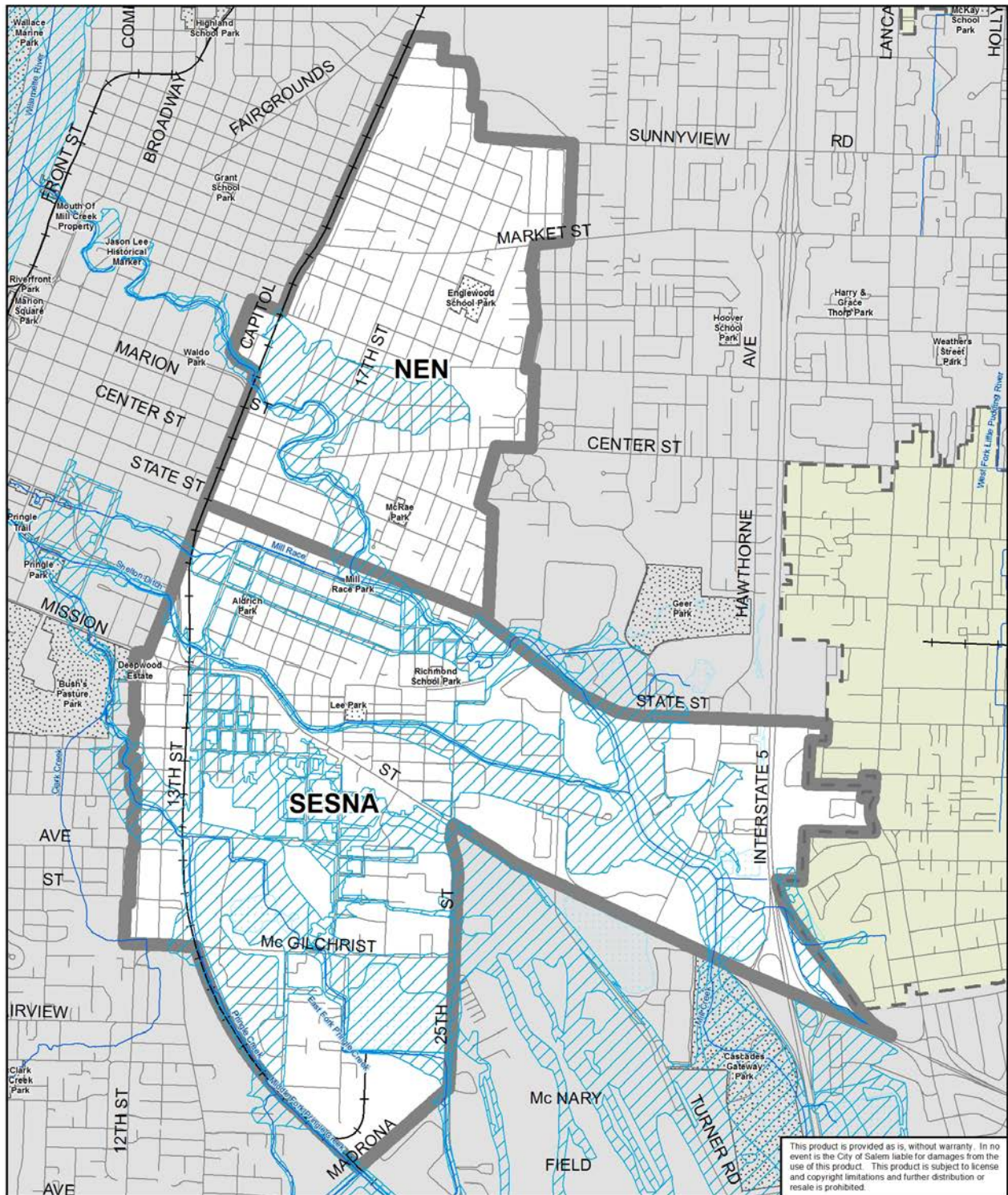
## **GOAL 13 FLOOD REDUCTION**

Reduce flooding and related negative impacts on the neighborhood through the implementation of flood prevention and mitigation strategies.

### **POLICIES**

P13.1 Stormwater runoff from private development and public infrastructure projects should be minimized through the use of various types of green stormwater infrastructure, including the following:

Figure 24  
FEMA 100-year Floodway-Floodplain Map



**FEMA 100 Year Floodway/Floodplain**

- FEMA 100 Year Floodway/Floodplain
- NEN - SESNA Neighborhood Boundaries
- Outside Salem City Limits
- Parks
- Railroads
- Streets
- Water Bodies
- Creeks

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- Permeable pavement
- Bioswales (Figure 25)
- Rain gardens
- Tree retention and planting  
(NEN-SESNA)

- P13.2 Existing and proposed City regulations aimed at reducing the impacts of stormwater runoff should be supported. (*citywide*)
- P13.3 The City, working with partner organizations, should develop public outreach materials for flood and other natural hazard risks addressed in the City's Natural Hazards Mitigation Plan. Materials should inform residents and businesses of mitigation actions they can take and should indicate where additional natural hazard information can be obtained. (*citywide*)
- P13.4 The City should continue to develop and implement early warning systems that notify residents of potential flooding incidents. (*citywide*)
- P13.5 The risk of flooding in NEN and SESNA should be reduced by replacing undersized stormwater pipes and culverts in the Mill Creek Basin with larger pipes and culverts or by other means. (NEN-SESNA)

### RECOMMENDED ACTIONS

- A13.1 Recognizing that neighborhood flooding is impacted by upstream growth and development, the City should study the Mill Creek basin and identify strategies to mitigate negative impacts downstream. This should include partnering with other agencies such as Marion County that oversee upstream development. (NEN-SESNA)

Figure 25  
Bioswale on Court Street NE



- A13.2 The City should study the feasibility of purchasing properties that historically flood and converting them into natural areas through conservation easements and other means. The City should also create detention areas in NEN and SESNA. *(NEN-SESNA)*
- A13.3 The City should require existing parking lots to be improved to reduce stormwater runoff. As an alternative, the City should develop an incentive program to encourage parking lot improvements aimed at reducing stormwater runoff. *(citywide)*
- A13.4 The City should develop design standards to prevent property damage and promote safety in flood-prone areas. This could include design standards for elevated houses. *(citywide)*
- A13.5 The City should develop a citywide emergency plan that educates the community about proper and safe responses to major flood events, earthquakes and other disasters and emergencies. The City and neighborhood associations should distribute this information to residents to help ensure their emergency preparedness. (See page 85 for information about the City's Community Emergency Response Team) *(citywide)*

## GOAL 14 CREEKS AND WATERWAYS

Promote creeks and waterways as neighborhood assets through improved access and clean up.

### POLICIES

- P14.1 A volunteer citizens stream watch program should be established as recommended in the City's Stormwater Master Plan. That program should include creek cleanup activities and annual training sessions for volunteers. *(citywide)*
- P14.2 The City's annual Stream Cleaning Program should be supported, continued and promoted in the community. *(citywide)*
- P14.3 City regulations against dumping solid waste along or in any stream, creek or other water body should be enforced. *(citywide)*
- P14.4 An off-street trail should be established along Mill Creek and Shelton Ditch as identified in the City's Parks Master Plan. *(NEN-SESNA)*
- P14.5 The City shall maintain and restore all existing publicly-owned riparian corridors. The existing Free Tree Program that provides free native plants to streamside residents should be continued and promoted through increased public outreach and education to address erosion concerns along waterways. *(citywide)*

## RECOMMENDED ACTIONS

- A14.1 The City should maintain existing public access to ponds and creeks and establish new access points to ponds and creeks with redevelopment where feasible. *(NEN-SESNA)*
- A14.2 Neighborhood associations, working with the City, should develop an outreach program that reduces trash and solid waste in the creeks by doing the following:
- Encourage creekside businesses to provide garbage cans and recycling containers near the creeks
  - Provide educational signage that promotes the benefits of creeks and discourages dumping solid waste in the creeks
  - Regularly monitor creeks for trash
  - Encourage businesses to reduce packaging waste
- (NEN-SESNA)*

## GOAL 15 MAINTENANCE AND ENHANCEMENTS

Maintain and enhance existing public facilities and services to promote community safety and quality of life.

### POLICIES

- P15.1 The City should fund infrastructure improvement projects listed in the City's Stormwater Master Plan, Wastewater Management Master Plan and Water System Master Plan. *(citywide)*
- P15.2 The City should promote participation in the City's Community Emergency Response Team (CERT) program throughout the city by increasing public awareness of the program. (See page 85 for more information about CERT.) *(citywide)*
- P15.3 The City and partner organizations should identify, maintain and upgrade public facilities to ensure that they are safe. This could include seismic upgrades to public buildings. *(citywide)*

## RECOMMENDED ACTIONS

- A15.1 Additional pedestrian-scale street lighting should be provided in older neighborhoods to meet current code standards. The City should also pursue funding for street lights such as grants. *(NEN-SESNA)*
- A15.2 The City should prioritize street maintenance on a case by case basis. *(citywide)*
- A15.3 City efforts to establish fees or pursue other funding opportunities for street maintenance should be supported. *(citywide)*





NEN and SESNA contain a variety of recreational amenities, including five neighborhood parks, one special use facility and a portion of one historical area, Historic Deepwood Estate. The neighborhood parks – Aldrich Park, Lee Park, Richmond School Park, Englewood Park and McRae Park – total roughly 15 acres (9.29 acres in NEN and 6.05 acres in SESNA). The special use facility, Mill Race Park, is 0.16 acres and is located in SESNA.

The 2013 Comprehensive Park System Master Plan Update (Parks Master Plan) calls for the development of three additional neighborhood parks in NEN and SESNA: one in the North Salem High School area, one in the west fairgrounds area, and one east of Interstate 5 and south of State Street (Figure 26). The exact location of these proposed parks have not been determined, as the City does not own the land needed for their development. Each new park will require the creation of a master plan. According to the Park Design Guidelines and Analysis in the Parks Master Plan, neighborhood parks should be two to 10 acres and should have a half-mile service area. They should include a picnic area, site furnishings, playground or play features, pedestrian trails and other amenities.

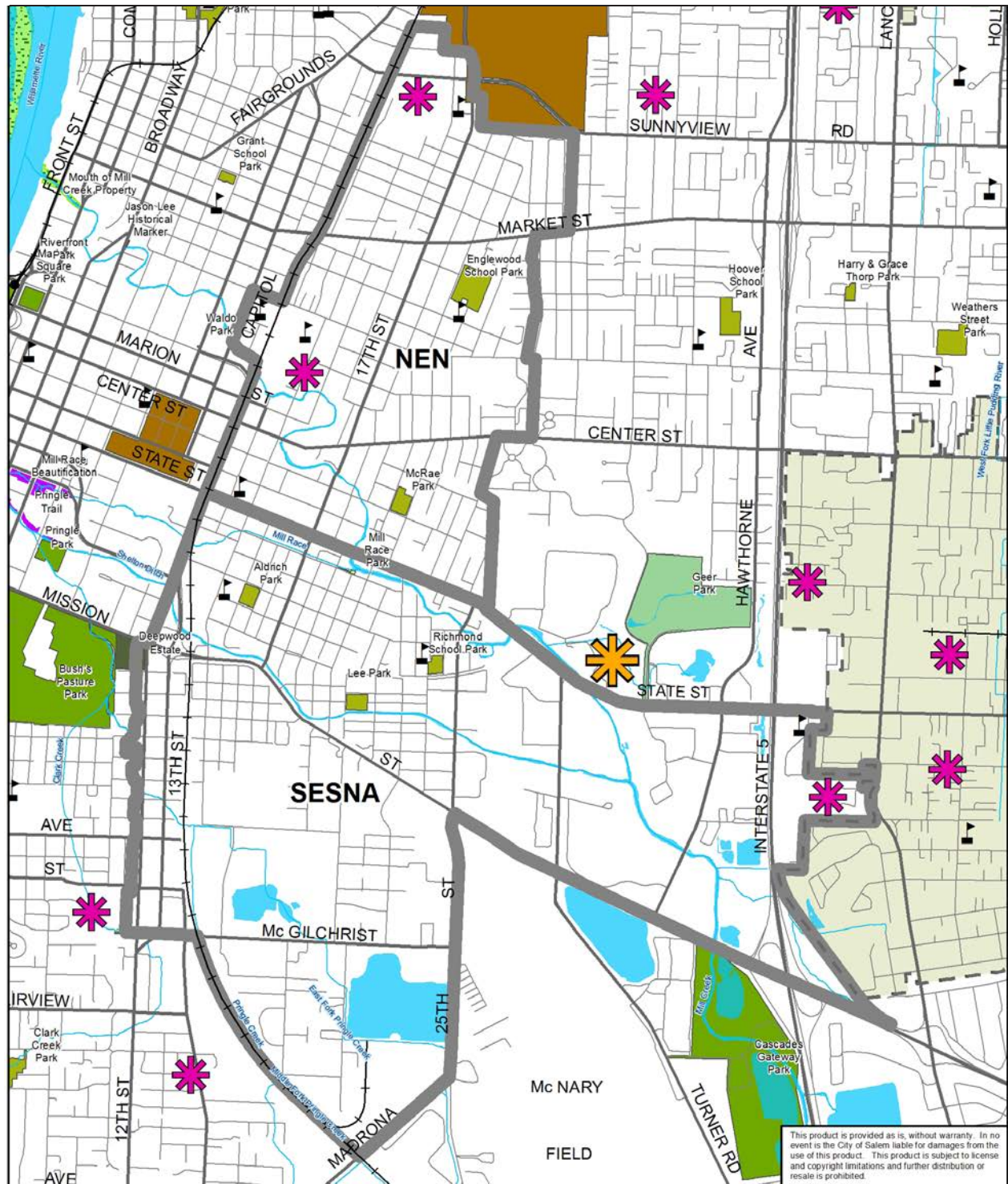
Several potential off-street trails and proposed shared-use paths in NEN and SESNA are also identified in the Parks Master Plan (Figure 27). They include trails along Mill Creek, Pringle Creek and the old Greer line. Proposed shared-use paths include an extension of the 12th Street Promenade to D Street NE, a path along the state fairgrounds property, and a path along 25th Street SE.

The two neighborhood associations support the improvements – including renovation of existing parks – in the Parks Master Plan, but they also encourage the development of different types of parks and creative ways to facilitate future park development. Park accessibility, maintenance, amenities and safety are other issues NEN and SESNA have identified in their neighborhoods. The following are NEN and SESNA’s parks and open space goals, policies and recommended actions.

## **GOAL 16 PARK ENHANCEMENT**

Enhance existing parks to ensure that they are safe, accessible and high-quality recreational facilities for people of all ages and abilities.

Figure 26  
Proposed Parks Map



**Proposed Park System**

- Neighborhood Park
- Community Park
- Urban Park
- Linear Park/Connector Trail
- Special Use Facility
- Historical Area
- Natural Area
- Other Parks
- NEN-SESNA Neighborhood Boundaries
- Outside Salem City Limits
- Railroads
- Major Streets
- Streets
- Water Bodies
- Creeks
- Schools
- Proposed Neighborhood Park
- Proposed Community Park

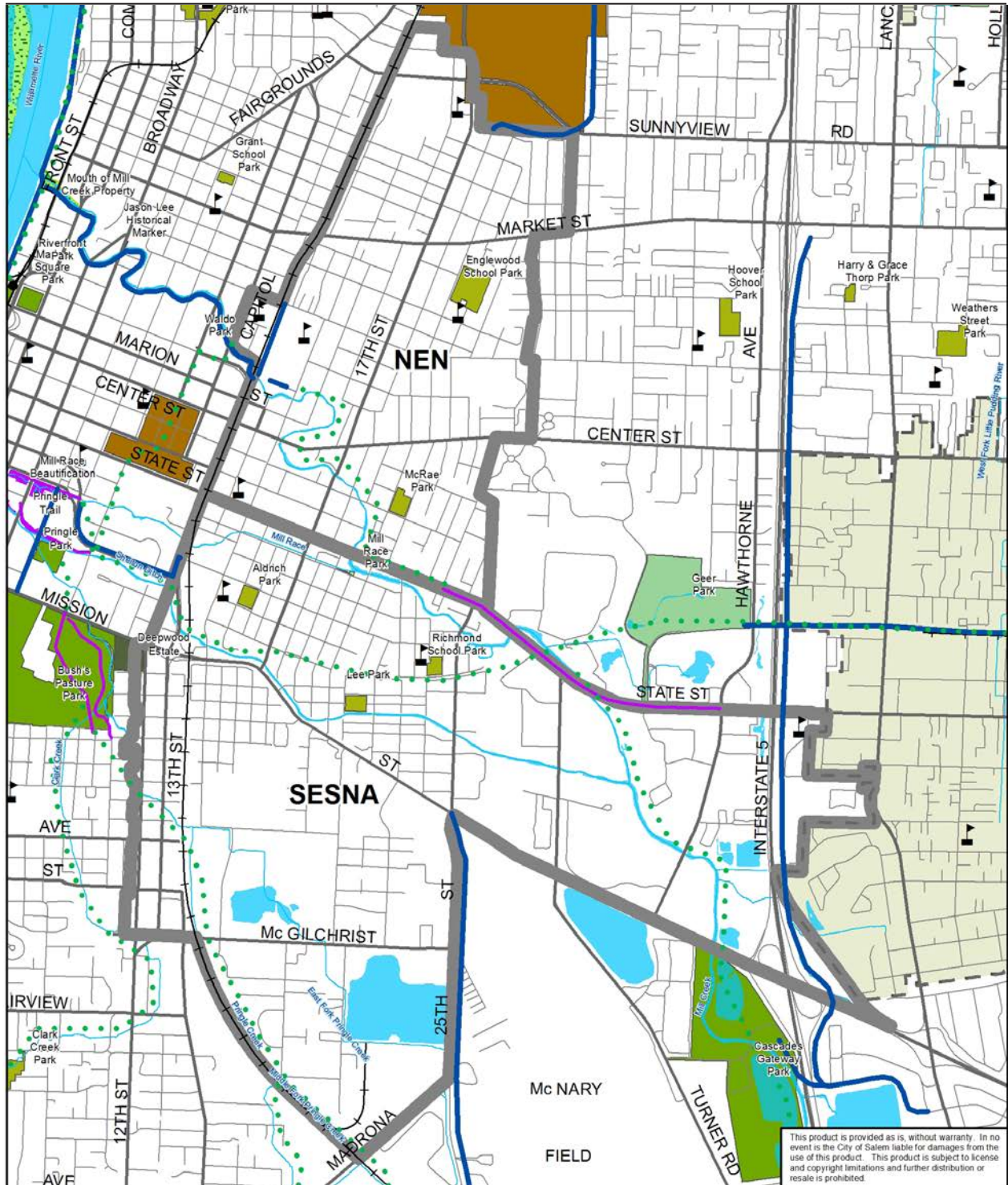
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Note: Proposed parks and trails depicted for graphic representation only. Actual location to be determined



Figure 27  
Proposed Trails Map



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**Proposed Trail System**

- |                             |                                     |              |                             |
|-----------------------------|-------------------------------------|--------------|-----------------------------|
| Neighborhood Park           | Other Parks                         | Water Bodies | Existing Trails             |
| Community Park              | NEN - SESNA Neighborhood Boundaries | Creeks       | Proposed Shared-Use Path    |
| Urban Park                  | Outside Salem City Limits           | Schools      | Potential Off-Street Trails |
| Linear Park/Connector Trail | Railroads                           |              |                             |
| Special Use Facility        | Major Streets                       |              |                             |
| Historical Area             | Streets                             |              |                             |
| Natural Area                |                                     |              |                             |

0 0.125 0.25 0.5 Miles



Note: Proposed parks and trails depicted for graphic representation only. Actual location to be determined.



## POLICIES

- P16.1 The City should improve existing neighborhood parks by adding or upgrading amenities as proposed in the Parks Master Plan. *(citywide)*
- P16.2 The City should install bicycle parking at all neighborhood parks to enable and encourage access by bicycles. *(citywide)*
- P16.3 The City should integrate green infrastructure and sustainable development features into park design, including the installation of rain gardens and bioswales, as appropriate. To the extent feasible and appropriate, more native plants and trees should also be incorporated into existing parks to increase shade cover, visually enhance the environment and reduce maintenance needs. *(citywide)*
- P16.4 The City should maintain existing parks to ensure park safety, accessibility and attractiveness. *(citywide)*

## RECOMMENDED ACTIONS

- A16.1 The City should amend the Parks Master Plan to incorporate additional amenities into existing neighborhood parks to better serve nearby residents. Additional amenities should include merry-go-rounds and multiple sets of swings for children of all ages. *(NEN-SESNA)*
- A16.2 The City should improve the safety at existing parks where potential crimes and safety issues have been identified. Possible safety measures could include additional lighting, increased security, or increased police or neighborhood patrols. *(NEN-SESNA)*

Figure 28

NEN residents spread barkdust at Englewood Park in 2011 as part of the neighborhood association's project to install swings and a slide at the neighborhood park. (Source: Joan Lloyd)



- A16.3 The unique history of neighborhood parks should be acknowledged through interpretive panels, photos or other installations in the given parks. *(NEN-SESNA)*
- A16.4 The City should provide park amenities for people of all abilities, including ADA accessible equipment. *(NEN-SESNA)*
- A16.5 The City and neighborhood or resident groups should seek funding for park improvements. *(NEN-SESNA)*

## GOAL 17 PARK AND RECREATIONAL FACILITIES DEVELOPMENT

Increase the number, acreage and types of parks and recreational facilities in NEN and SESNA to meet the needs of neighborhood residents.

### POLICIES

- P17.1 The City should acquire and develop new parks, trails and off-street paths as proposed in the Parks Master Plan. (See A17.6 for a related recommended action) *(NEN-SESNA)*

### RECOMMENDED ACTIONS

- A17.1 The City should design and develop small pocket parks to serve areas that are currently underserved by existing parks but may not have adequate sites for larger parks. The City should work with the Salem-Keizer School District to redevelop a pocket park at Barrick Field. *(NEN-SESNA)*
- A17.2 The City should require large developments to dedicate land for future public parks consistent with the requirements of the Parks Master Plan. *(NEN-SESNA)*

Figure 29  
Aldrich Park in SESNA



- A17.3 The City should encourage property owners to donate or sell land to the City for the creation of parks. This should include reaching out to brokers, property owners and others to gauge interest and identify potential properties that could be acquired. *(NEN-SESNA)*
- A17.4 The City should amend City codes to provide developers with incentives such as density bonuses to establish parks that are maintained by property owners and available to the public. *(citywide)*
- A17.5 A dog park should be provided in NEN or SESNA. *(NEN-SESNA)*
- A17.6 The new neighborhood park proposed in the Parks Master Plan to be located on industrially-zoned land in the northern portion of NEN should instead be developed on the southern portion of the state fairgrounds property. The City should work with the State Fair Council to explore this possibility. *(NEN-SESNA)*
- A17.7 The City should consider purchasing properties in flood-prone areas and converting them into parks. *(NEN-SESNA)*
- A17.8 The vacant area on either side of 14th Street SE under the Mission Street bridge should be converted into active recreational space (Figure 30). Uses could include a skate park. *(NEN-SESNA)*
- A17.9 Olinger Pool should remain open as a recreational aquatic facility for residents. *(NEN-SESNA)*
- A17.10 NEN and SESNA should consider establishing community gardens on vacant or underutilized lots in or near residential neighborhoods. *(NEN-SESNA)*

Figure 30  
Vacant area under Mission Street bridge in SESNA





The State Street corridor – from 12th Street to 25th Street – is a key opportunity area in NEN and SESNA (Figure 31). Roughly a mile long, the corridor is the boundary between the two neighborhoods, and it is home to a wide variety of businesses and housing. The properties along State Street are zoned CO (Commercial Office), CR (Retail Commercial) and RM2 (Multiple Family Residential 2), while the properties to the rear are largely zoned residential. These residential areas include the southern portion of the Court-Chemeketa Residential Historic District.

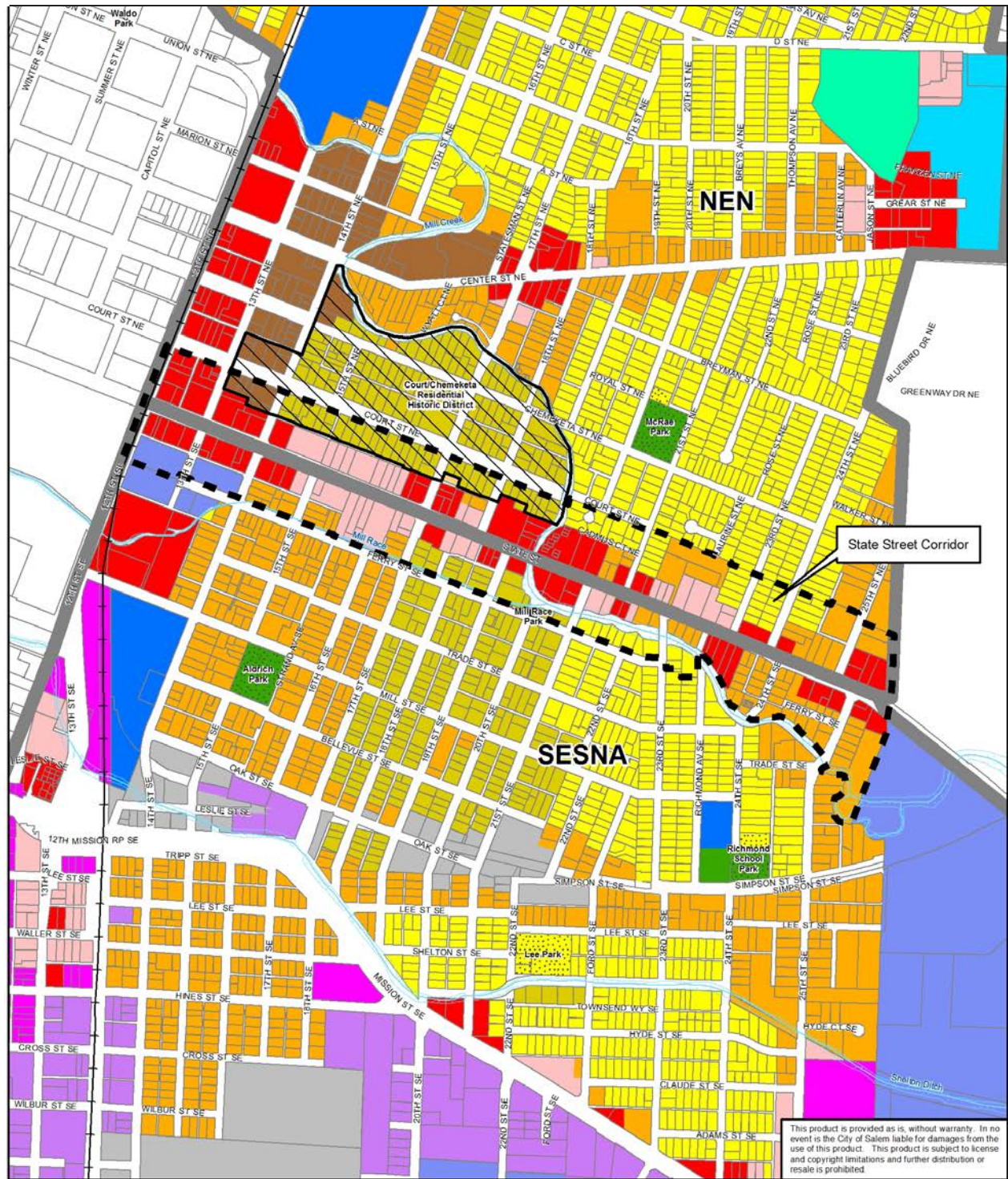
Many of the properties on State Street are retail stores and offices, which serve both the neighborhoods and the broader city (Figure 32). There are numerous vacant or underutilized properties, however, which detract from the overall vitality and attractiveness of the corridor. NEN and SESNA have also identified the large number of surface parking lots and existing buildings set back from the street as barriers to a vital, pedestrian-friendly corridor.

Improving this corridor is a priority for the neighborhoods as well as for the City. It is a City Council goal to develop a plan for the redevelopment of State Street. NEN and SESNA’s goals, policies and recommended actions for State Street aim to revitalize it as a vibrant, mixed-use corridor that serves the surrounding neighborhoods and is safe and attractive.

It is also a priority of NEN and SESNA to improve State Street itself. The street serves an important role in the city’s transportation network as a main east-west corridor that connects to the downtown. The street, though, is one of the oldest in Salem, and its width and condition do not meet the City’s guidelines for its classification in the TSP, a major arterial. For example, a typical cross section for a major arterial in the TSP includes bicycle lanes, planter strips, sidewalks and four travel lanes within a 96-foot right-of-way. State Street, however, lacks bike lanes west of 24th Street and planter strips along much of the corridor. The right-of-way varies in width from roughly 60 to 100 feet, which has prevented further improvements to the street.

This has created what NEN and SESNA have identified as an uninviting, unsafe corridor, particularly for pedestrians and bicyclists. The neighborhoods’ goal, policies and recommended actions related to transportation issues on State Street are included in Chapter 8 on transportation.

Figure 31  
State Street Corridor Map



**State Street Corridor**

- Historic District
- Single Family Residential (RS)
- Duplex Residential (RD)
- Multiple Family Residential 1 (RM1)
- Multiple Family Residential 2 (RM2)
- Multiple Family High-Rise Residential (RH)
- Commercial Office (CO)
- Retail Commercial (CR)
- General Commercial (CG)
- Industrial Commercial (IC)
- Industrial Business Campus (IBC)
- Industrial Park (IP)
- General Industrial (IG)
- Public Amusement (PA)
- Public-Private Cemetary (PC)
- Public-Private Education (PE)
- Public Health (PH)
- Public Service (PS)
- NEN - SESNA Neighborhood Boundaries

0 250 500 1,000 Feet

- State Street Corridor
- Parks
- Railroads
- Water Bodies
- Creeks
- 

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## GOAL 18 STATE STREET CORRIDOR

Revitalize State Street as a vibrant, mixed-use corridor that encourages pedestrian activity, is safe and attractive, creates a distinctive sense of place, and serves as an asset to surrounding neighborhoods.

### POLICIES

- P18.1 A mixture of complimentary land uses that may include retail, restaurants, offices, multifamily housing and open space should be encouraged in the State Street corridor to create economic and social vitality and provide services and amenities for surrounding neighborhoods. *(NEN-SESNA)*
- P18.2 Existing single-family homes along Court Street NE, west of 21st Street NE, should be preserved. *(NEN-SESNA)*
- P18.3 Former homes on State Street should be reused or redeveloped as commercial or mixed-use developments. Designated historic homes should be preserved and reused. *(NEN-SESNA)*
- P18.4 The City should coordinate redevelopment efforts with transit agencies to ensure safe access to transit stops. *(citywide)*

### RECOMMENDED ACTIONS

- A18.1 The City should amend City codes to remove barriers to developing mixed-use developments on State Street. *(NEN-SESNA)*
- A18.2 Mixed-use development should be encouraged on State Street between 12th Street and 25th Street. *(NEN-SESNA)*

Figure 32  
Businesses on State Street east of 12th Street



- A18.3 Food cart pods should be established on existing, underutilized surface parking lots or vacant lots on State Street. (*NEN-SESNA*)
- A18.4 Open spaces along Mill Creek south of State Street should be established to minimize flooding in the area while promoting access to the natural resource. (*NEN-SESNA*)
- A18.5 Pocket parks on State Street should be created to allow for informal meetings and social interaction among people. (*NEN-SESNA*)
- A18.6 The old Deluxe ice cream factory site should be redeveloped into a mixed-use development that is compatible with the surrounding neighborhood (Figure 33). (*NEN-SESNA*)
- A18.7 The City should establish the following design guidelines for new and retrofitted commercial and mixed-use development in the State Street corridor:
- Buildings should be located adjacent to the public street right-of-way to establish consistent and continuous building street walls and to create active pedestrian environments. (Minimize building setbacks from the public street right-of-way.) Portions of a building can be set back from the sidewalk to accommodate pedestrian-friendly features such as small plazas or recessed storefront entrances.
  - Buildings should be oriented toward State Street.
  - A clear, continuous pedestrian walkway should be provided from the sidewalk to the primary building entrance and from the parking area to a building entrance.
  - Off-street parking should be located to the side or rear of buildings.

Figure 33  
Former Deluxe ice cream factory site on State Street



- The front façade of a building on State Street should include weather protection, a high percentage of ground-floor windows, and a clear distinction between the ground floor and upper floors.  
(NEN-SESNA)
- A18.8 The establishment of sidewalk or outdoor cafes on State Street should be encouraged to promote active, pedestrian-friendly streetscapes (Figure 34). (NEN-SESNA)
- A18.9 Multifamily development on State Street should be compatible in design with existing residential neighborhoods and should be of high quality. Townhouses, triplexes, fourplexes, courtyard housing or mixed-use developments with housing are encouraged types of multifamily housing.  
(NEN-SESNA)
- A18.10 The development of new single-level, standalone commercial stores and strip commercial plazas on State Street should be prohibited. (NEN-SESNA)
- A18.11 Light pollution to surrounding areas should be limited by encouraging pedestrian-scale lighting on buildings, in parking areas and on State Street. The City should develop a lighting (or “dark skies”) ordinance to curtail light pollution and minimize adverse off-site impacts of lighting.  
(NEN-SESNA and citywide)
- A18.12 Existing utilities should be placed underground to increase the aesthetic appearance of the streetscape. The City should work with utility providers to determine the feasibility of accomplishing this task. (citywide)

Figure 34  
Sidewalk cafes in downtown Salem



- A18.13 An urban renewal district and/or other financial incentives should be established to spur redevelopment in the State Street corridor. *(NEN-SESNA)*
- A18.14 The City should partner with Willamette University to create a university district that creates a cohesive, distinct sense of place and provides quality housing options and amenities for students and faculty. *(NEN-SESNA)*
- A18.15 A diversity of building types should be encouraged on State Street to recognize and reflect the existing mix of building types. *(NEN-SESNA)*
- A18.16 The number of drive-throughs on State Street should be minimized. *(NEN-SESNA)*
- A18.17 The City, working with property owners and businesses, should consider establishing an arts district on State Street to help revitalize the corridor. This district could allow, promote and incentivize the establishment of live/work spaces for artists, galleries, entertainment venues and other related uses. *(NEN-SESNA)*



The McGilchrist Street area is a significant opportunity area located in the southern portion of SESNA. Approximately 468 acres in size, the area contains the McGilchrist Urban Renewal Area (URA) and the 22nd and Electric Street overlay zone (Figure 35). The City established the McGilchrist URA in September of 2006 to fund improvements to McGilchrist Street SE after determining that the primary obstacle to development in the area was the substandard condition of the road and its intersections. Because the area is outside of the City's Urban Service Area, property owners are required to make infrastructure improvements if they want to develop or redevelop their property, and therefore little development has occurred.

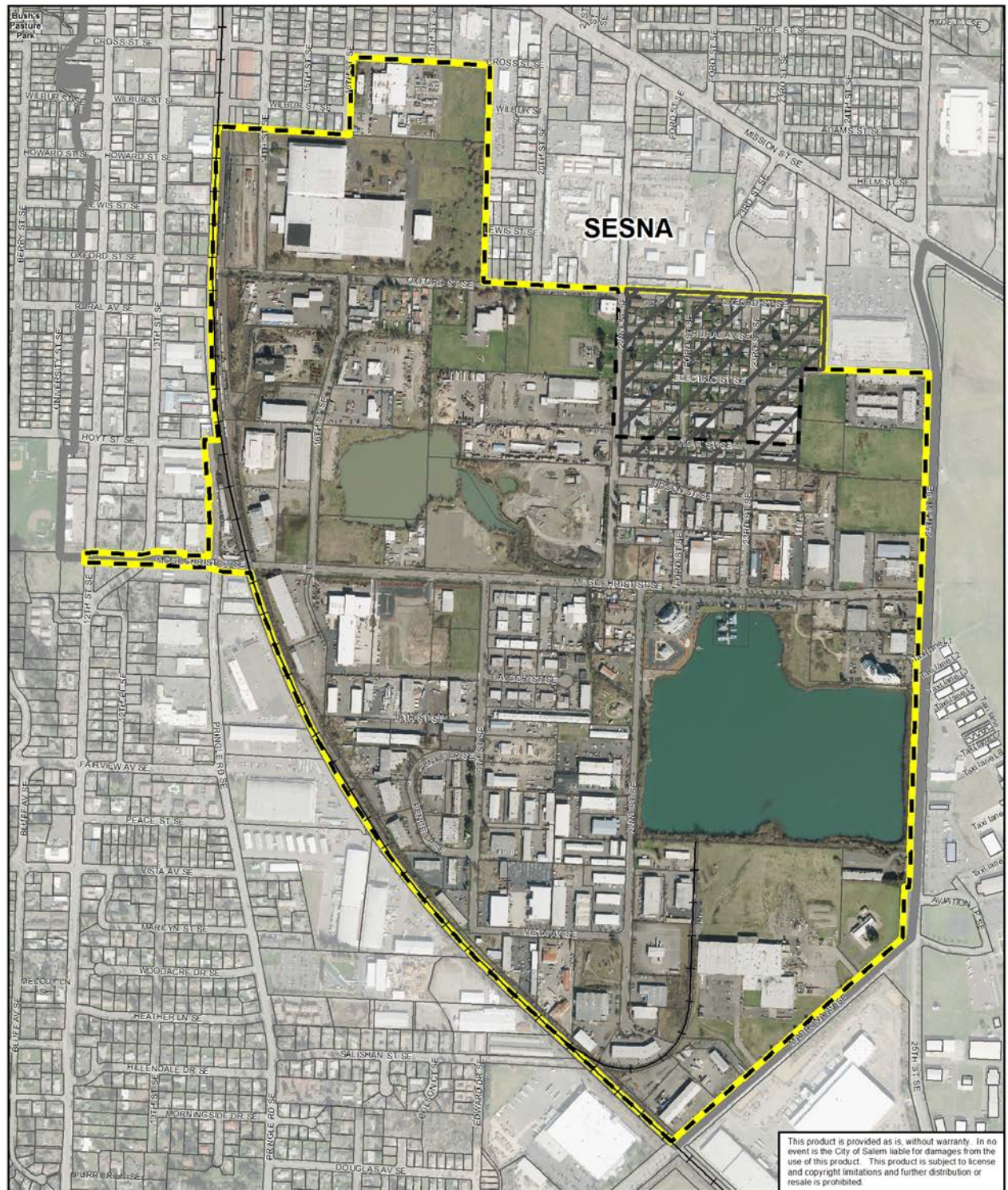
The McGilchrist URA Plan calls for the reconstruction of McGilchrist Street SE – a two-lane road designated as a major arterial in the TSP – from 12th Street SE to 25th Street SE with bike lanes, sidewalks and planter strips. The project also includes making drainage improvements to mitigate existing flooding problems; much of the land is in the 100-year flood plain. Five percent preliminary design of the McGilchrist Street project has been completed, but additional funding is needed to complete the design and construction. The maximum indebtedness of the URA is \$11 million, but the project is expected to cost an estimated \$20 million.

The majority of the land in the McGilchrist Street area is zoned IG (General Industrial), which allows a wide range of manufacturing, distribution and storage uses. More than a dozen other properties are zoned IC (Industrial Commercial), which allows a variety of retail, office, light manufacturing and warehousing activities. Given this zoning, there are many industrial uses in the area (Figure 36). Some businesses benefit from the area's proximity to Interstate Highway 5, access to rail service and relatively flat topography.

There are also some commercial uses in the area, which are largely located along 19th Street SE, 25th Street SE and Judson Street. A pocket of housing is located in the Electric Street SE area. This residential area is zoned IG but is in the 22nd and Electric overlay zone. This overlay zone generally allows existing residential uses and structures to remain or to be altered, enlarged or rebuilt if damaged or destroyed.








NEN and SESNA have identified several key priorities for the McGilchrist Street area that are reflected in their goals, policies and recommendations. Priorities include improving McGilchrist Street to accommodate safe travel by vehicles, pedestrians and bicycles; mitigating existing flooding problems; and supporting existing businesses.

Figure 35  
McGilchrist Street Area Map



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**McGilchrist Area**

-  McGilchrist Area
-  McGilchrist Urban Renewal Area Boundary
-  22nd and Electric Overlay Zone
-  SESNA Neighborhood Boundary
-  Taxlots
-  Parks
-  Railroads



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## GOAL 19 STREET IMPROVEMENTS

Improve streets in the McGilchrist Street area to support redevelopment in the area, facilitate safe travel by all modes of transportation and address existing flooding issues.

### POLICIES

P19.1 McGilchrist Street SE shall be widened and reconstructed to better accommodate projected traffic volumes and improve vehicular, pedestrian and bicycle safety. See Box 2 for projects NEN and SESNA consider priorities for their neighborhood associations. *(NEN-SESNA)*

### RECOMMENDED ACTIONS

A19.1 If feasible, the City should phase improvements to McGilchrist Street SE to address existing needs such as flood mitigation prior to the reconstruction of the entire road. *(NEN-SESNA)*

A19.2 The City should consider establishing a pedestrian path along the railroad right-of-way from the McGilchrist Street area to the existing pedestrian network to the north. *(NEN-SESNA)*

## GOAL 20 LAND USE AND BUSINESSES

Support existing businesses in the McGilchrist Street area, and examine opportunities to change zoning to preserve and promote development that is compatible with existing uses.

Figure 36  
Industrial building in the McGilchrist Street area



## POLICIES

- P20.1 Restaurants, food carts and other eateries should be encouraged to locate in the McGilchrist Street area to provide eating and dining options for area employees and residents. *(NEN-SESNA)*
- P20.2 Existing industrial businesses should be recognized as an integral part of the McGilchrist Street area and as such, should continue to be permitted uses. *(NEN-SESNA)*

## RECOMMENDED ACTIONS

- A20.1 The City should eliminate the 22nd and Electric Overlay Zone, recognizing that existing single-family detached dwellings constructed prior to February 1, 1983 are considered Continued Uses in the underlying IG (Industrial General) zone. As a Continued Use, such dwellings are allowed to be altered, enlarged or rebuilt. *(NEN-SESNA)*
- A20.2 Prior to expanding the Urban Growth Boundary, the City should consider rezoning the northern portion of the McGilchrist Street area to allow residential or mixed-use development. *(NEN-SESNA)*
- A20.3 The City should establish a small business loan program in the McGilchrist Urban Renewal Area to provide businesses with funding to make capital improvements. Such a program could be similar to the one in the Fairview Urban Renewal Area. *(NEN-SESNA)*
- A20.4 A recreational vehicle park should be considered as a potential use for vacant or underutilized property in the McGilchrist Street Area. The IG (General Industrial) zone would need to be amended to allow the use if it were to be located on property zoned IG. *(NEN-SESNA)*

### **BOX 2: MCGILCHRIST STREET PROJECTS**

Related to Policy 19.1

- Construct continuous sidewalks and bike lanes on McGilchrist Street SE and make drainage improvements to mitigate existing flooding problems
- Align 22nd Street SE at the intersection of McGilchrist Street SE
- Realign Madrona Avenue SE at its intersection with 25th Street SE
- Connect 22nd Street SE to Madrona Avenue SE





## Chapter 13

# OPPORTUNITY AREA: NORTH CAMPUS OF THE STATE HOSPITAL

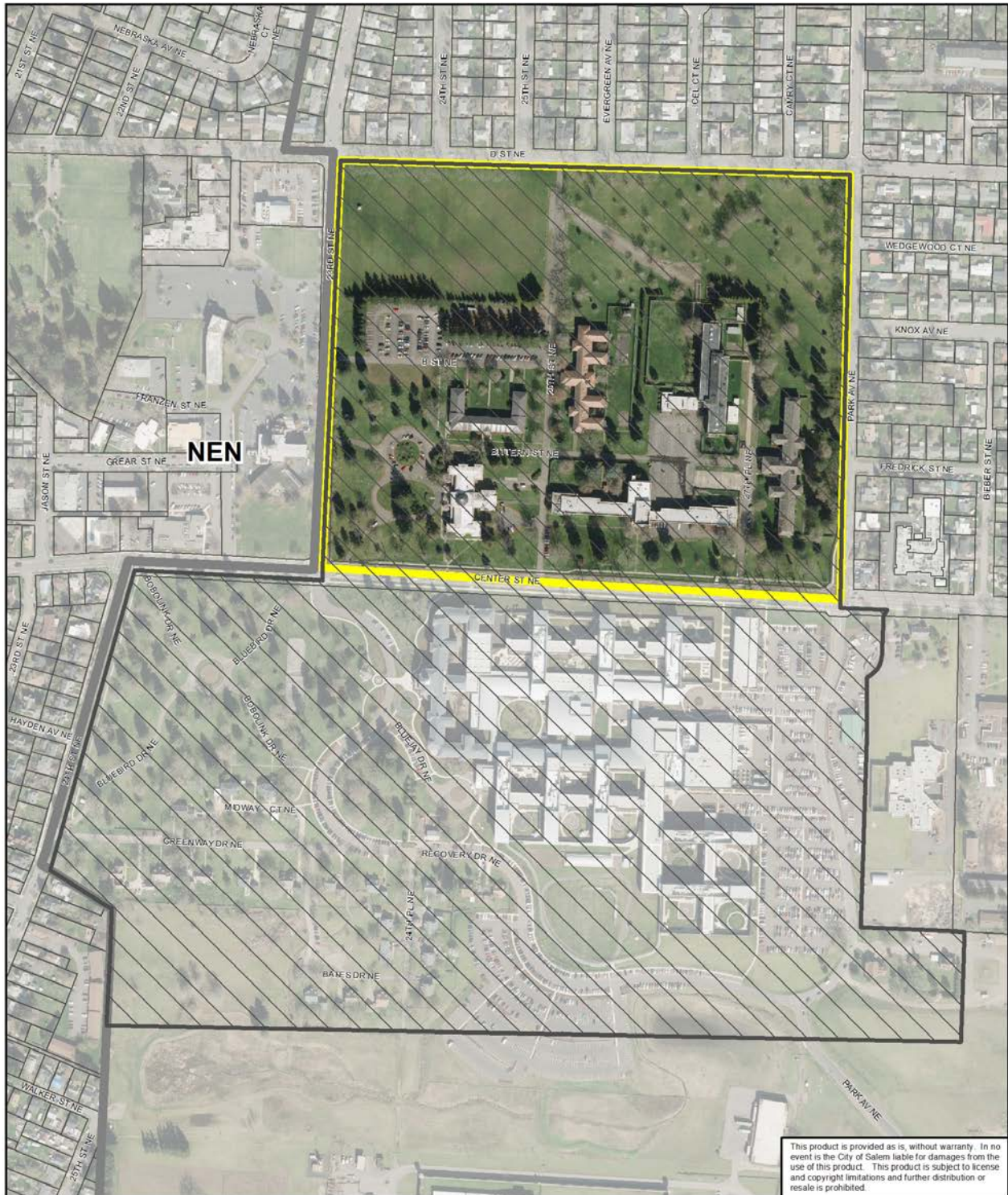
The North Campus of the State Hospital is a key opportunity site that the State of Oregon intends to sell for redevelopment. Formerly the home of Oregon’s psychiatric hospital, the 48-acre site is adjacent to NEN and North East Salem Community Association (NESCA) and is bordered by Center Street NE, D Street NE, 23rd Street NE and Park Avenue NE (Figure 37). Established residential neighborhoods are located to the north and west of the site, the State Hospital campus is to the south, and medical uses are to the west. The North Campus site is zoned PH (Public and Private Health Services), which largely allows health, educational, and public safety-related uses. The site is also part of the Oregon State Hospital Historic District, and it was placed on the National Register of Historic Places in 2008.

The State-owned site contains six buildings, several internal streets, large open spaces and many mature trees. The last patients at the site relocated to the new State Hospital facility south of Center Street NE in 2012, leaving many of the existing buildings vacant. Only the historic Dome Building, constructed in 1912, is fully occupied; Oregon Department of Corrections staff is using the building (Figure 38). All of the buildings are being maintained by the State and are in need of significant improvements. The site also lacks sufficient utilities to support redevelopment.

In 2012, the State hired consultants to develop a preliminary vision and development program for the North Campus site. That report, “Oregon State Hospital – North Campus: Preliminary Campus Vision, Strategy, and Development Program,” envisioned the site being redeveloped into a mixed-use community with a range of housing options, lodging, small business/education space, small dining and neighborhood retail, open space and interpretive signage. Following the report, environmental surveys and an appraisal of the site were completed, and a Request for Pre-Qualifications was issued for developers. Only one applicant responded, and that response was disqualified. The State has since decided to evaluate and pursue other options such as a full remediation of the site to make it more attractive to potential developers.

Through this neighborhood planning process, NEN and SESNA have identified several priorities for the property’s redevelopment, many of which are consistent with NESCA’s desires for the site. Overall, they want to see the underutilized site redeveloped into a mixed-use development that is compatible with their neighborhoods.

Figure 37  
North Campus of the State Hospital Map



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**North Campus of the State Hospital**

-  North Campus of the State Hospital
-  Oregon State Hospital Historic District
-  NEN Neighborhood Boundary
-  Taxlots
-  Parks
-  Railroads

0 125 250 500 Feet



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## GOAL 21 NORTH CAMPUS REDEVELOPMENT

Promote the redevelopment of the North Campus of the State Hospital into a well-planned mixed-use development that is compatible with and complementary to surrounding neighborhoods.

### POLICIES

- P21.1 NEN and SESNA should work with the City, State of Oregon and other stakeholders such as NESCA to ensure that the North Campus is sold and redeveloped into a successful project that addresses the needs and concerns of adjacent neighborhoods and the broader Salem community. *(NEN-SESNA)*
- P21.2 Pedestrian and bicycle access to and throughout the North Campus site should be provided to promote the use of alternative transportation modes. *(citywide)*
- P21.3 Traffic impacts generated by the redevelopment of the North Campus site should be mitigated to minimize negative impacts on surrounding neighborhoods and to ensure that the transportation system can operate safely and efficiently for all modes of travel. *(citywide)*

### RECOMMENDED ACTIONS

- A21.1 Redevelopment of the North Campus site should include a mix of complementary uses that are compatible in scale and design with the surrounding neighborhoods and that attract people of all ages. Redevelopment plans should include uses such as neighborhood-scale retail, restaurants, lodging, significant open space, a community center and a range of housing types such as multifamily and senior housing. *(NEN-SESNA)*

Figure 38  
Historic Dome Building



- A21.2 The future developer should prepare a coordinated plan for the redevelopment of the North Campus site. Significant input from adjacent neighborhood associations and the broader public should be sought during the development of the plan. (*citywide*)
- A21.3 The historic Dome building should be preserved and reused as part of the redevelopment of the North Campus. The adaptive reuse project should retain the structure's historic features. Potential new uses could include a neighborhood-scale restaurant with lodging. (*NEN-SESNA*)
- A21.4 Existing mature trees on the North Campus site should be preserved to the maximum extent feasible. Street trees on and along the perimeter of the property should also be preserved to maintain the character of the neighborhood (Figure 39). If removal is required by street or site improvements, new street trees should be planted. (*NEN-SESNA*)
- A21.5 Redevelopment plans for the North Campus site should preserve and create open space that is available for public use. The amount of this open space should be maximized to provide ample opportunities for active and passive recreation. Open space could incorporate a community garden. (*NEN-SESNA*)
- A21.6 A shared-use path along the North Campus site's perimeter and pedestrian connections between buildings on the site should be provided. (*NEN-SESNA*)
- A21.7 Transit service on D Street NE and Center Street NE should be improved to help reduce automobile trips to and from the North Campus site and

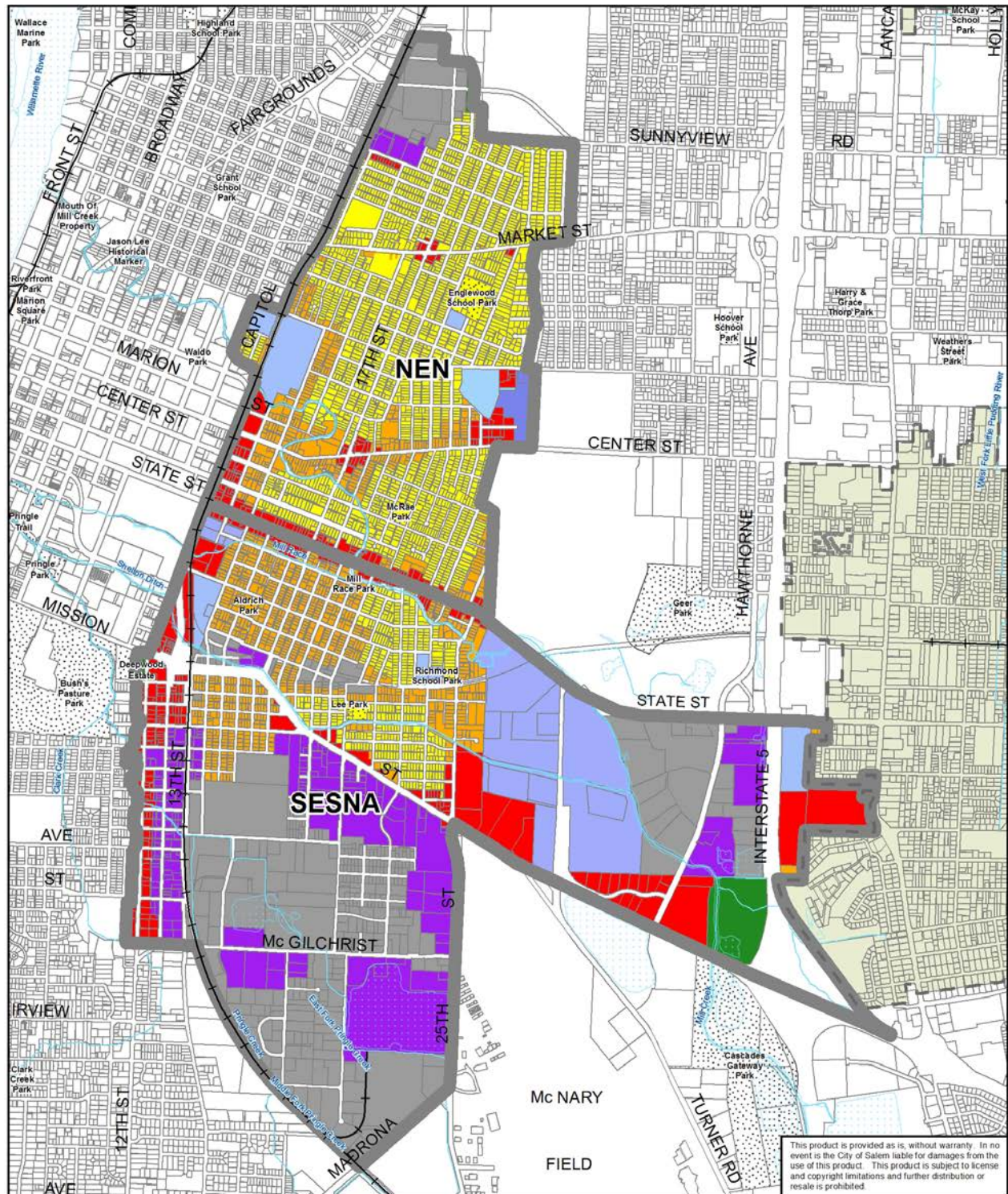
Figure 39  
Street trees and open space at the North Campus site



to potentially decrease the amount of on-site parking needed. Private developers should also engage transit agencies to ensure existing and planned transit service is integrated into redevelopment plans. (*citywide*)

- A21.8 The City should develop design standards for the North Campus site to ensure any redevelopment is compatible in scale and character with the surrounding established neighborhoods. Residential development should include a variety of massing and designs such as courtyard housing and townhouses. (*NEN-SESNA*)
- A21.9 New parking lots should be well integrated into the North Campus site and should be located away from perimeter streets. Parking lots should also incorporate extensive landscaping. (*NEN-SESNA*)

Figure 40  
Generalized Land Use Map



**Generalized Land Use Map**

- |                                   |   |
|-----------------------------------|---|
| Single Family Residential (SF)    | Community Service Government (CSG)            |
| Multi-Family Residential (MF)     | Community Service Hospital (CSH)              |
| Commercial (COM)                  | Industrial Commercial (IC)                    |
| Community Service Cemetary (CSC)  | Industrial (IND)                              |
| Community Service Education (CSE) | Parks - Open Space - Outdoor Recreation (POS) |

- NEN - SESNA Neighborhood Boundaries
- Outside Salem City Limits
- Taxlots
- Parks
- Railroads

- Water Bodies
- Creeks

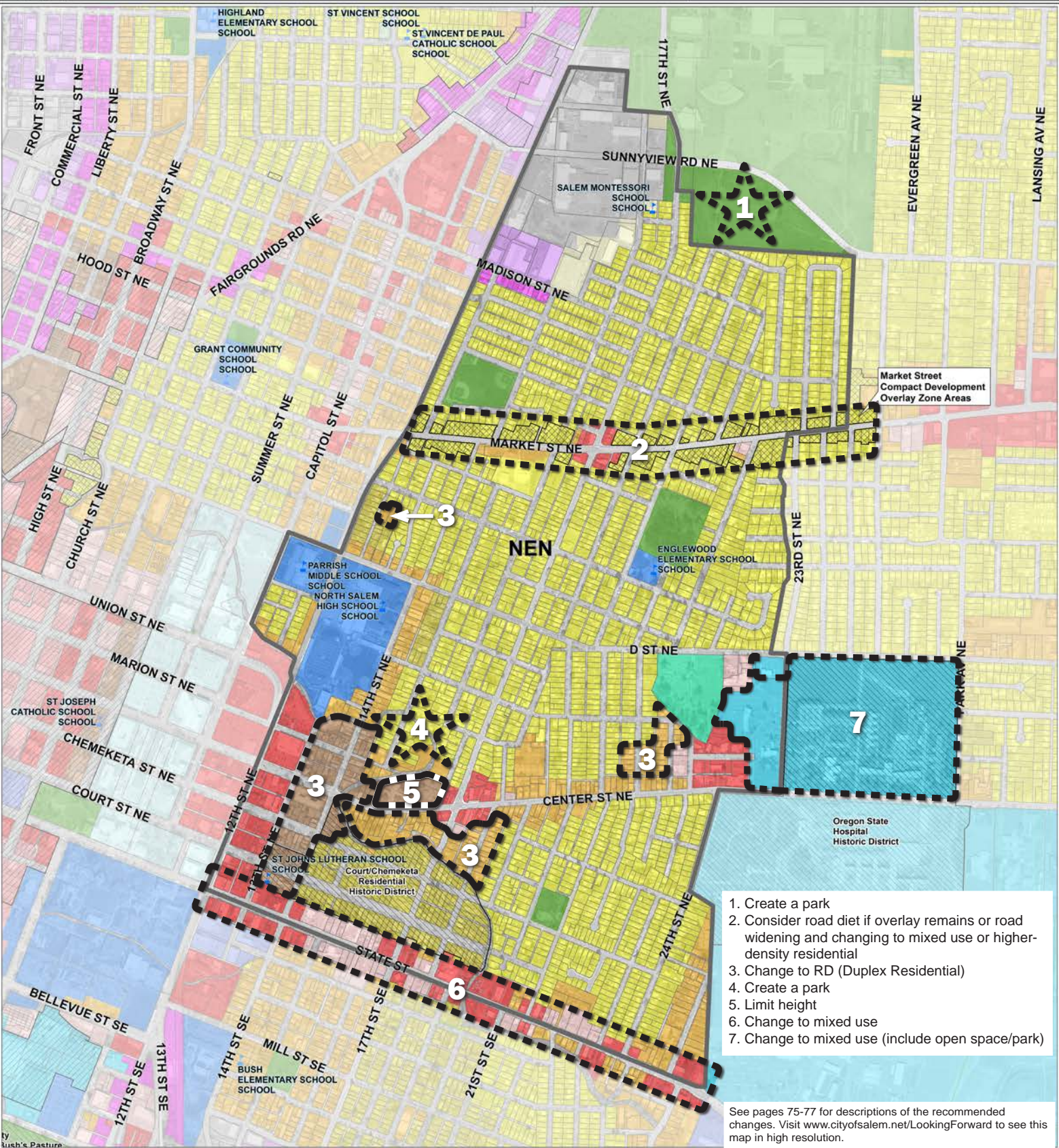
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Figure 41  
NEN Neighborhood Opportunities Map

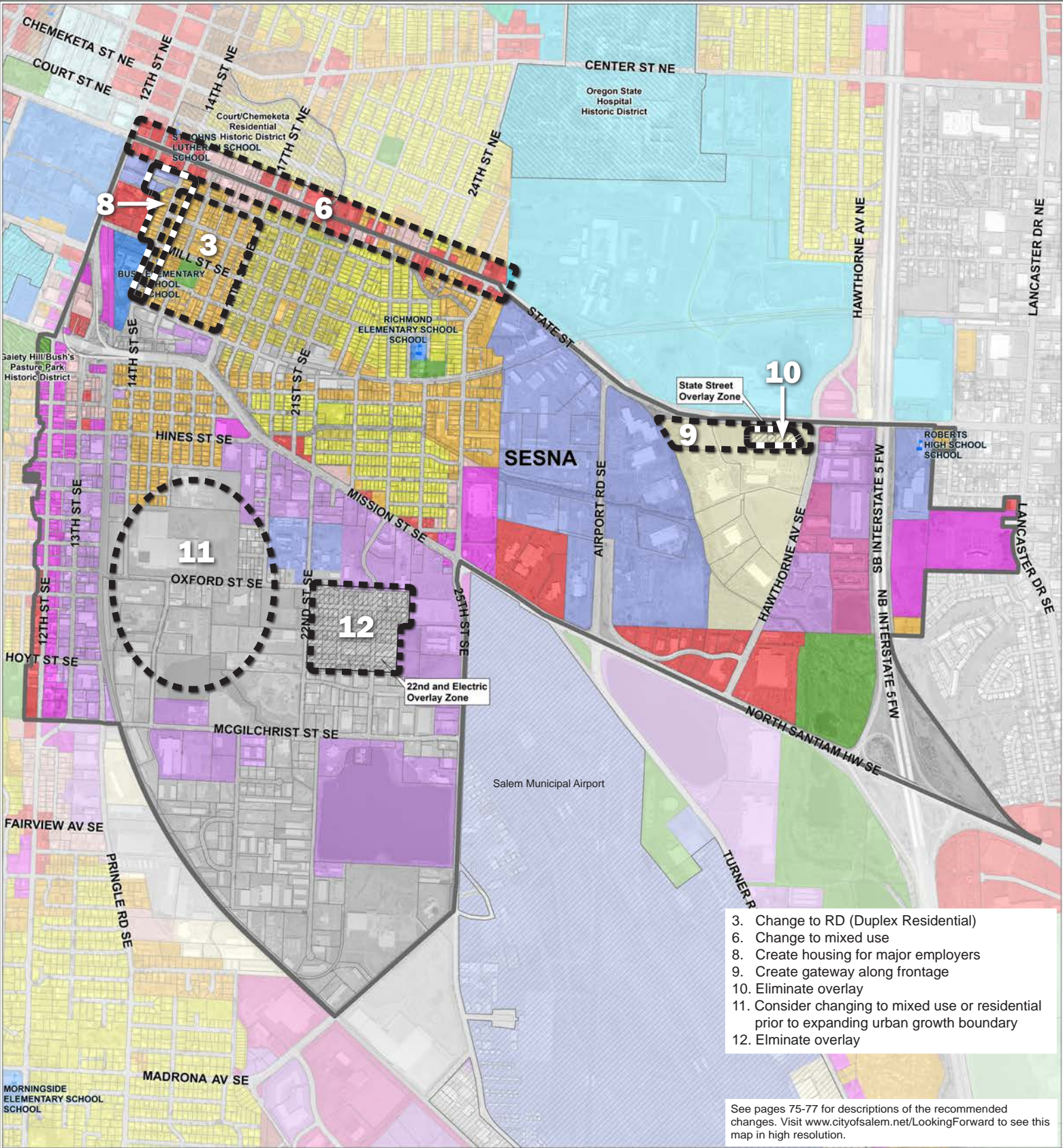


1. Create a park
2. Consider road diet if overlay remains or road widening and changing to mixed use or higher-density residential
3. Change to RD (Duplex Residential)
4. Create a park
5. Limit height
6. Change to mixed use
7. Change to mixed use (include open space/park)

See pages 75-77 for descriptions of the recommended changes. Visit [www.cityofsalem.net/LookingForward](http://www.cityofsalem.net/LookingForward) to see this map in high resolution.

<b>Key</b>	<b>Zoning</b>	Fairview Mixed-Use (FMU)	Intensive Industrial (II)	Public Health (PH)	NEN Neighborhood Boundary
	Capitol Mall (PM)	South Waterfront Mixed-Use (SWMU)	Multiple Family High-Rise Residential (RH)	Public Service (PS)	Schools
	Central Business District (CB)	General Commercial (CG)	Multiple Family Residential 1 (RM1)	Public-Private Cemetery (PC)	Taxlots
	Commercial Office (CO)	General Industrial (IG)	Multiple Family Residential 2 (RM2)	Public-Private Education (PE)	Compact Development Overlay Zone
Duplex Residential (RD)	Industrial Business Campus (IBC)	Neighborhood Center Mixed-Use (NCMU)	Residential Agriculture (RA)	Mixed-Use Overlay Zone	
Employment Center (EC)	Industrial Commercial (IC)	Neighborhood Commercial (CN)	Retail Commercial (CR)	Overlay Zone	
Exclusive Farm Use (EFU)	Industrial Park (IP)	Public Amusement (PA)	Single Family Residential (RS)	Historic District	

Figure 42  
SESNA Neighborhood Opportunities Map



- 3. Change to RD (Duplex Residential)
- 6. Change to mixed use
- 8. Create housing for major employers
- 9. Create gateway along frontage
- 10. Eliminate overlay
- 11. Consider changing to mixed use or residential prior to expanding urban growth boundary
- 12. Eliminate overlay

See pages 75-77 for descriptions of the recommended changes. Visit [www.cityofsalem.net/LookingForward](http://www.cityofsalem.net/LookingForward) to see this map in high resolution.

<b>Key</b>	<b>Zoning</b>	Fairview Mixed-Use (FMU)	Intensive Industrial (II)	Public Health (PH)	SESNA Neighborhood Boundary	Recommended Changes
	Capitol Mall (PM)	South Waterfront Mixed-Use (SWMU)	Multiple Family High-Rise Residential (RH)	Public Service (PS)	Schools	Taxiway
	Central Business District (CB)	General Commercial (CG)	Multiple Family Residential 1 (RM1)	Public-Private Cemetery (PC)	Compact Development Overlay Zone	Mixed-Use Overlay Zone
	Commercial Office (CO)	General Industrial (IG)	Multiple Family Residential 2 (RM2)	Public-Private Education (PE)	Overlay Zone	Historic District
Duplex Residential (RD)	Industrial Business Campus (IBC)	Neighborhood Center Mixed-Use (NCMU)	Residential Agriculture (RA)	Retail Commercial (CR)		
Employment Center (EC)	Industrial Commercial (IC)	Neighborhood Commercial (CN)	Single Family Residential (RS)			
Exclusive Farm Use (EFU)	Industrial Park (IP)	Public Amusement (PA)				



# OPPORTUNITIES MAPS

## Descriptions of Recommended Changes

1. Create a Park: The Parks Master Plan calls for the development of a new 5-acre neighborhood park in the “West Fairgrounds Area” (Figure 26). While it is recognized that the exact location has not yet been determined, the Parks Master Plan shows the proposed park in the industrial area in the northern portion of NEN. This area is home to many active businesses. Instead of this location, the future park should be developed in the southern portion of the Oregon State Fair property just outside of NEN. This area is owned by the State of Oregon and is currently underutilized; it is used for parking during the state fair in the summer. The City should work with the State and newly-formed Oregon State Fair Council to establish the proposed neighborhood park on the portion of this property south of Sunnyview Road NE. The culturally-significant Camas fields and wetlands in this area should be considered in any future park planning. (See related recommended action A17.6.)

2. Consider Road Diet if Overlay Remains or Road Widening and Changing to Mixed Use/Higher Density Residential: Market Street NE in NEN is a four-lane road that is designated in the TSP as a major arterial. Along both sides of the fairly narrow street is the Compact Development Overlay Zone, which allows increased residential density in the RS (Single Family Residential) zone. If the overlay zone remains in place, the City should consider conducting a road diet on Market Street. (A road diet is a reconfiguration of a roadway that involves the reallocation of roadway space. The classic road diet entails reducing a 4-lane roadway to a 2-lane roadway with a two-way-left turn lane and bike lanes.) If a road diet is conducted, the City should reduce the parking requirements for duplexes and multifamily development in the overlay zone to make it easier for higher-density housing to be created. (See related recommended action A2.3.) Currently, two parking spaces are required for each dwelling unit in a duplex or three-unit multifamily development. Many properties in the overlay zone, though, are not big enough to accommodate the required number of spaces.

As an alternative to a road diet, the City should consider widening Market Street NE to create a boulevard with landscaped strips, a median, and enhanced pedestrian and bicycle facilities. If this is done, NEN and SESNA recommend changing the zoning along Market Street NE to mixed use or a higher-density residential zone. (See related recommended action A11.1.)

3. Change to RD: The zoning of the identified areas should be changed to RD (Duplex Residential) but should allow existing multifamily developments to remain. The areas are currently zoned RH (Multiple Family High-Rise Residential) or RM2 (Multiple Family Residential 2), but many of the existing uses are single-family homes. Rezoning the properties to RD will help preserve and protect the existing single-family neighborhoods, while retaining existing multifamily housing and allowing higher-density housing in the form of duplexes. Existing multifamily

housing could be retained by making them continued uses, which could be altered or rebuilt, or by retaining the specific properties' current RH or RM2 zoning. (See related recommended action A1.1.)

4. Create a Park: The Parks Master Plan calls for developing a new 5-acre neighborhood park in the "North Salem High School Area" (Figure 26). This future park should be created as proposed. The preferred location is near Mill Creek.

5. Limit Height: The height of buildings in the identified area should be limited to prevent the development of high-rise buildings. This could be done by establishing a maximum building height in the RH (Multiple Family High-Rise Residential) zone that is comparable to the height restriction in the RM2 (Multiple Family Residential 2) zone. The identified area is currently zoned RH and includes the nonprofit Jason Lee Manor and Willson House.

6. Change to Mixed Use: The zoning of the State Street corridor should be changed to encourage mixed-use development. (See Chapter 11 for a description of the corridor and related policies and recommended actions.) As described in Goal 18, State Street from 12th to 25th Street should be revitalized into a vibrant, mixed-use corridor that encourages pedestrian activity, is safe and attractive, and serves as an asset to nearby neighborhoods. The City should also develop an alternative street design for State Street that accommodates bicycle and pedestrian facilities within the constrained right-of-way. This could be in the form of a road diet. (See related recommended actions A11.1 and A11.6.)

7. Change to Mixed Use (include open space/park): The North Campus of the State Hospital should be rezoned to allow and encourage mixed-use development as described in A21.1. The redevelopment should include the preservation and creation of open space as described in A21.5. See Chapter 13 for a description of the property and efforts to date to sell the land. The adjacent Salem Hospital property to the west should be incorporated into the North Campus redevelopment plans to help ensure a more cohesive, coordinated development of the area.

8. Create Housing for Major Employers: Housing for major employers in the area should be created along 14th Street SE south of State Street. This housing could serve employees of Willamette University, Salem Hospital and the State of Oregon, among other major employers, and its location would allow employees to walk or bike to work.

9. Create Gateway along Frontage: An attractive gateway to Salem should be created along State Street west of Interstate Highway 5. This could include enhancing the existing streetscape and adding signage to create a cohesive, distinct gateway. Several of the properties on the south side of State Street in the identified location are also undeveloped. Buildings developed along the frontage of State Street should be attractive regardless of their use. (See related recommended action A6.2.)

10. Eliminate Overlay: The State Street Overlay Zone was created to allow additional permitted office and specialty service uses in the identified location, and it only applies to three properties. The overlay zone should be eliminated, but the existing uses - which include Salem Health Laboratories and professional offices - should be allowed to remain. This could be accomplished by making the existing uses permitted uses in the underlying IP (Industrial Park) zone.

11. Consider Changing to Mixed Use or Residential Prior to Expanding the Urban Growth Boundary: The identified area is currently zoned IG (General Industrial), which generally allows for manufacturing and other industrial uses, and it includes some vacant or underutilized properties. In the future, if an expansion to the Urban Growth Boundary looks necessary due to a significant shortage of residential or commercial land, the City should first consider converting this area to residential or mixed use. The area could suit such uses given its proximity to downtown Salem and adjacency to residential neighborhoods to the north. If converted to mixed use, the area could also serve as a buffer between the residential neighborhoods to the north and industrial uses to the south near McGilchrist Street SE.

12. Eliminate Overlay: The 22nd and Electric Overlay Zone, which was established in 1988, should be eliminated because it is largely unnecessary and redundant. The overlay zone allows existing single-family and two-family uses to be altered, enlarged or rebuilt despite the underlying IG (General Industrial) zoning. Once the buildings are converted to other uses, however, they cannot be converted back. In the new Unified Development Code, existing single-family homes in the IG zone are considered continued uses and can be altered, enlarged or rebuilt. Existing duplexes, however, are not considered continued uses, so if the City eliminates the overlay zone, it should allow any existing duplexes to remain and be altered or rebuilt. (See related recommended action A20.1)

# GLOSSARY

**Adjustment:** A process that allows deviations from the development standards of the Unified Development Code (UDC) for developments that, while not meeting the standards of the UDC, will continue to meet the intended purpose of those standards. Adjustments provide for an alternative way to meet the purposes of the code and provide for flexibility to allow reasonable development of property where special conditions or unusual circumstances exist. (adapted from SRC Chapter 250.001)

**Bioswale:** A shallow depression created in the earth to accept and convey stormwater runoff. A bioswale uses natural means, including vegetation and soil, to treat stormwater by filtering out contaminants being conveyed in the water. (City of Salem)

**Chicane:** Channelization or a curb extension that realigns the straight path of a street deflecting straight vehicle movement. (City of Salem)

**Commercial Parking:** Parking facilities contained within structures or on surface lots, where such parking is not exclusively accessory to a specific use, or uses, on the same lot. A fee may or may not be charged. (City of Salem)

**Community Emergency Response Team (CERT):** A program that helps train to assist in their communities when a disastrous event overwhelms or delays the community's professional response. (City of Salem)

**Conditional Use:** A use that is not allowed outright in the zone, but which may be allowed through discretionary approval of a conditional use permit made pursuant to SRC Chapter 240. A conditional use is subject to all generally applicable provisions of the Unified Development Code, and to any conditions imposed as part of the discretionary approval of the conditional use permit by the Review Authority. (SRC Chapter 400.025(c))

**Court Apartment:** A dwelling unit which is one of three or more dwelling units contained in two or more buildings on the same lot. (SRC Chapter 111.015(p))

**Density Bonus:** An increase in the number of residential units or nonresidential square footage on a parcel of land beyond what the zoning ordinance allows. (American Planning Association)

**Free Tree Program:** An annual City program that provides free native trees and shrubs to streamside properties. The program was designed as part of Salem's ongoing efforts to improve water quality in waterways. (City of Salem)

**Green Building:** A way of designing and constructing buildings to increase performance and enhance the health and experience for people who work, live and play in these structures. A green building saves water and energy,

generates low carbon emissions, uses renewable energy, is space-efficient in size and design, offers a healthier and safer built environment for occupants, is responsive to local climate conditions, uses locally-sourced products and services (within a 500 mile radius), processes waste, captures water, uses minimal materials, reuses existing structures, incorporates low-toxicity or recycled-content materials, lasts a long time and is simple to maintain, leaves behind minimal construction waste, and does not negatively impact the site. (City of Portland)

**Green Stormwater Infrastructure:** A stormwater facility that mimics natural surface hydrologic functions through infiltration or evapotranspiration, or that involves stormwater reuse. (SRC Chapter 71.005(a)(7))

**Micro-Housing Unit:** A dwelling unit that houses up to eight unrelated people, who share a common kitchen but who each have their own room with a small bedroom and bathroom. In Seattle, the private rooms can not be more than 285 square feet in size. Micro-housing can be in different types of buildings, including townhouses, rowhouses, or apartment-like structures. (adapted from the City of Seattle)

**Mixed-Use Development:** A combination of residential and non-residential uses within a single building, or within separate buildings on the same lot or contiguous lots. (SRC Chapter 619.005(a))

**Pedestrian Scale:** Site and building design elements that are dimensionally less than those intended to accommodate automobile traffic, flow, and buffering. Examples include ornamental lighting of limited height; bricks, pavers or other modules of paving with small dimensions; a variety of planting and landscaping materials; arcades or awnings that reduce the height of walls; and signage and signpost details that can only be perceived from a short distance. (SRC Chapter 111.080(h))

**Pocket Park:** A small outdoor space, usually no more than  $\frac{1}{4}$  of an acre, most often located in an urban area surrounded by commercial buildings or houses on small lots with few places for people to gather, relax, or to enjoy the outdoors. (National Recreation and Park Association)

**Riparian Corridor:** The area adjacent to a waterway, consisting of the area of transition from an aquatic ecosystem to a terrestrial ecosystem. The riparian corridor boundary is measured 50 feet horizontally from the top of bank on each side of a waterway with less than 1,000 cubic feet per second average annual stream flow, and 75 feet horizontally from the top of bank on each side of a waterway with 1,000 or more cubic feet per second average annual stream flow (Willamette River). (SRC Chapter 111.090(f))

**Road Diet:** A redesign of a roadway that involves reallocating roadway space. The classic road diet entails reducing a 4-lane roadway to a 2-lane roadway with a two-way-left turn lane and bike lanes. (adapted from the Oregon Department of Transportation)

**Room and Board:** A group living facility where no personal care, training, and/or treatment requiring a license from the State of Oregon is provided. Examples include boarding houses, communes and single-room occupancy housing for long-term residency where self-contained dwelling units are not provided. (adapted from SRC Chapter 400.035(a))

**Shared-Use Path:** A path that is physically separated from motor vehicle traffic and serve one or more nonmotorized user, including bicyclists, pedestrians, in-line skaters, skateboarders, or wheelchairs. It typically serves bi-directional traffic. (adapted from Salem Transportation System Plan)

**Skinny House:** A house built on a lot narrower than the standard lot width of 40 feet.

**Stream Cleaning Program:** A program that utilizes a crew of students with a focus in environmental sciences to identify and remove trash, debris and restrictions to stream conveyance. The crew also conducts an annual stream restoration project to replace invasive vegetation with native plants. The program aims to reduce the risk of flooding during periods of high water flows. (City of Salem)

**Variance:** A process that allows flexibility, adaptability, and reasonableness in the application and administration of the Salem Revised Code where special conditions exist that create an unreasonable hardship or practical difficulty that limit the suitability of land for development. The process recognizes that each area of land is, to some degree, unique as to its suitability for and constraints on development, and the development standards imposed under the Unified Development Code cannot foresee all conceivable situations applicable to the development of every property at every moment. (adapted from SRC 245.001)

**Zero Side Yard Dwelling:** A detached dwelling unit located on its own lot and constructed contiguous to one, but not both, interior side lot lines. (SRC Chapter 111.130(a))

**Zones:** The following are general descriptions of the zones that are located in NEN and SESNA.

**RS (Single Family Residential):** The RS zone generally allows Single Family residential uses, along with a mix of other uses that are compatible with and/or provide services to the residential area.

**RD (Duplex Residential):** The RD zone generally allows Two Family and Single Family residential uses, along with a mix of other uses that are compatible with and/or provide services to the residential area.

**RM1 (Multiple Family Residential 1):** The RM1 zone generally allows Multiple Family and Two Family residential uses, along with a mix of other uses that are compatible with and/or provide services to the residential area. The minimum density allowed is 8 dwelling units per acre, and the maximum density allowed is 14 dwelling units per acre.

RM2 (Multiple Family Residential 2): The RM2 zone generally allows Multiple Family residential uses, along with a mix of other uses that are compatible with and/or provide services to the residential area. The minimum density allowed is 12 dwelling units per acre, and the maximum density allowed is 28 dwelling units per acre.

RH (Multiple Family High-Rise Residential): The RH zone generally allows Multiple Family residential uses, along with a mix of other uses that are compatible with and/or provide services to the residential area. There is no minimum or maximum density requirement.

CO (Commercial Office): The CO zone generally allows office and professional services, along with a mix of housing and limited retail and personal services.

CR (Commercial Retail): The CR zone generally allows a wide array of retail sales and office uses. Multiple Family residential uses are only allowed through a conditional use permit.

CG (Commercial General): The CG zone generally allows a wide variety of commercial uses, including the sale of commodities, performance of services, repair facilities, motor vehicle sales and services, offices, and general wholesaling.

IC (Industrial Commercial): The IC zone generally allows a wide variety of retail, office, heavy commercial, light manufacturing, and warehousing activities.

IBC (Industrial Business Campus): The IBC zone allows a mixture of light industrial, employment, and office uses, together with some small-scale commercial uses. The development standards within the zone require well-landscaped, attractive, and cohesive developments.

IP (Industrial Park): The IP zone allows industrial uses, along uses providing services and support to industry, in a park like setting.

IG (Industrial General): The IG zone generally allows a wide range of manufacturing, distribution, and storage uses, and prohibits uses that are incompatible with industrial development.

Public Use: There are several public use zones, including Public Amusement (PA), Public-Private Cemetery (PC), Public-Private Education (PE), Public Health (PH), and Public Service (PS).

# RECOMMENDED READING

## Publications and Websites

*America Needs Complete Streets*

Dan Burden and Todd Litman

ITE Journal

2011

[http://www.vtpi.org/ITE\\_comp\\_st.pdf](http://www.vtpi.org/ITE_comp_st.pdf)

*The Citizen's Guide to Planning* (4th Edition)

American Planning Association

2009

*Creating Equitable, Healthy, and Sustainable Communities: Strategies for Advancing Smart Growth, Environmental Justice, and Equitable Development*

U.S. Environmental Protection Agency

February 2013

[www.epa.gov/smartgrowth/pdf/equitable-dev/equitable-development-report-508-011713b.pdf](http://www.epa.gov/smartgrowth/pdf/equitable-dev/equitable-development-report-508-011713b.pdf)

*Equitable Development Toolkit, Infill Incentives*

PolicyLink

July 2011

[www.policylink.org/sites/default/files/infill-incentives.pdf](http://www.policylink.org/sites/default/files/infill-incentives.pdf)

*Green Infrastructure*

U.S. Environmental Protection Agency

2014

<http://water.epa.gov/infrastructure/greeninfrastructure/index.cfm>

*The High Cost of Free Parking*

Donald Shoup

2005

*Historical Notes on the Southeast Salem Neighborhood*

Lloyd Chapman

1995

*The Infill Design Toolkit: Medium-Density Residential Development*

City of Portland

December 2008

[www.portlandoregon.gov/bps/49254](http://www.portlandoregon.gov/bps/49254)



*Oregon State Hospital – North Campus, Preliminary Campus Vision, Strategy, and Development Program*

State of Oregon, Leland Consulting Group, Cushman & Wakefield  
January 2013

[www.oregon.gov/DAS/EAM/Statewide/docs/VisionStratDevProg.pdf](http://www.oregon.gov/DAS/EAM/Statewide/docs/VisionStratDevProg.pdf)

*Rightsizing Streets*

Project for Public Spaces  
2014

[www.pps.org/reference/rightsizing/](http://www.pps.org/reference/rightsizing/)

*Road Diet*

Oregon Department of Transportation

[www.oregon.gov/ODOT/HWY/TRAFFIC-ROADWAY/docs/pdf/RoadDiets.pdf](http://www.oregon.gov/ODOT/HWY/TRAFFIC-ROADWAY/docs/pdf/RoadDiets.pdf)

## City of Salem Plans and Studies

*City of Salem Comprehensive Park System Master Plan Update*

City of Salem, Vigil Agrimis, FCS Group

May 2013

[www.cityofsalem.net/Departments/CommunityDevelopment/Planning/Longrangeplanning/Documents/Salem%20Comprehensive%20Parks%20System%20Master%20Plan.pdf](http://www.cityofsalem.net/Departments/CommunityDevelopment/Planning/Longrangeplanning/Documents/Salem%20Comprehensive%20Parks%20System%20Master%20Plan.pdf)

*Neighborhood Traffic Management, Information and Application Packet*

City of Salem

[www.cityofsalem.net/Departments/PublicWorks/TransportationServices/TrafficEngineering/Documents/trans\\_te\\_neighborhoodtrafficmgmt.pdf](http://www.cityofsalem.net/Departments/PublicWorks/TransportationServices/TrafficEngineering/Documents/trans_te_neighborhoodtrafficmgmt.pdf)

*Salem Comprehensive Policies Plan*

City of Salem

August 2013

[www.cityofsalem.net/Departments/CommunityDevelopment/Planning/Longrangeplanning/Documents/SACP.pdf](http://www.cityofsalem.net/Departments/CommunityDevelopment/Planning/Longrangeplanning/Documents/SACP.pdf)

*Salem Historic Preservation Plan*

Northwest History Matters, Roselind Keeney, Julie Osborne

2010

[www.cityofsalem.net/Departments/CommunityDevelopment/Planning/Documents/Salem%20Historic%20Preservation%20Plan.pdf](http://www.cityofsalem.net/Departments/CommunityDevelopment/Planning/Documents/Salem%20Historic%20Preservation%20Plan.pdf)

*Salem-Keizer Housing Needs Analysis 2012 to 2032*

EcoNorthwest

May 2011.

[www.cityofsalem.net/Departments/CommunityDevelopment/Planning/Longrangeplanning/Documents/Salem-Keizer\\_Housing\\_Needs\\_Analysis\\_2012-2032\\_Final\\_Report.pdf](http://www.cityofsalem.net/Departments/CommunityDevelopment/Planning/Longrangeplanning/Documents/Salem-Keizer_Housing_Needs_Analysis_2012-2032_Final_Report.pdf)

*Salem-Keizer Metropolitan Area Regional Economic Opportunities Analysis 2012 to 2032*

EcoNorthwest

May 2011.

[www.cityofsalem.net/Departments/CommunityDevelopment/Planning/Longrangeplanning/Documents/Salem-Keizer\\_Metro\\_Area\\_Economic\\_Opportunities\\_Analysis\\_2012-2032\\_Final\\_Report.pdf](http://www.cityofsalem.net/Departments/CommunityDevelopment/Planning/Longrangeplanning/Documents/Salem-Keizer_Metro_Area_Economic_Opportunities_Analysis_2012-2032_Final_Report.pdf)

*City of Salem Stormwater Master Plan*

City of Salem, Montgomery Watson

September 2000

[www.cityofsalem.net/Departments/CommunityDevelopment/Planning/Longrangeplanning/Documents/Salem%20Stormwater%20Master%20Plan.pdf](http://www.cityofsalem.net/Departments/CommunityDevelopment/Planning/Longrangeplanning/Documents/Salem%20Stormwater%20Master%20Plan.pdf)

*Salem Transportation System Plan*

City of Salem

December 2012

[www.cityofsalem.net/Departments/PublicWorks/TransportationServices/TransportationPlan/Pages/default.aspx](http://www.cityofsalem.net/Departments/PublicWorks/TransportationServices/TransportationPlan/Pages/default.aspx)

# COMMUNITY EMERGENCY RESPONSE TEAMS

The Community Emergency Response Team (CERT) program helps train volunteers to assist their community when a disastrous event overwhelms or delays the community's professional response. CERT members can assist others by applying the basic response and organizational skills they learned during training. These skills can help save and sustain lives following a disaster until help arrives. CERT skills also apply to daily emergencies.

Neighborhoods that develop CERT teams can request a secured cache of equipment. Currently, there are 13 CERT cache locations across the City of Salem. These locations are strategically located to serve the needs of the neighborhoods and the trained members.

CERT members in the NEN/SESNA area have established a cache location at the Church of the Nazarene on Market Street. When activated, the CERT members will utilize this location as a focal point for their activities.

CERT members work under a 'team leader' approach. When activated, team leaders check in and organize the trained and untrained volunteers into safe work units such as: search and rescue, minor fire suppression, medical resources and logistics. These work units provide aid to the local pre-assigned neighborhood(s). As situations are encountered, the team leaders can communicate to the City of Salem Emergency Operations Center (EOC) for further assistance.

Salem CERT page: [www.cityofsalem.net/Departments/Fire/EmergencyManagement/Documents/CERTBrochure.pdf](http://www.cityofsalem.net/Departments/Fire/EmergencyManagement/Documents/CERTBrochure.pdf)

FEMA CERT page: [www.fema.gov/community-emergency-response-teams](http://www.fema.gov/community-emergency-response-teams)

Further information can be obtained from the City of Salem Emergency Manager at 503-763-3331 or through the Salem Fire Department 503-588-6245.