



ELNA

NEIGHBORHOOD PLAN

EAST LANCASTER NEIGHBORHOOD ASSOCIATION

EAST LANCASTER NEIGHBORHOOD ASSOCIATION

Plan adopted by the East Lancaster Neighborhood Association on November 10, 1983.

Plan adopted by Salem City Council on January 16, 1984, Ordinance No. 19-84
with the exception of the Neighborhood Policies.

TABLE OF CONTENTS

	<u>Page</u>
I. INTRODUCTION.....	1
II. GENERAL DEVELOPMENTAL ASSUMPTIONS.....	3
III. LAND USE PLAN MAP.....	4
IV. LAND USE INTENT STATEMENTS.....	5
V. LAND USE ELEMENT: GOALS AND POLICIES.....	7
VI. TRANSPORTATION ELEMENT: GOALS AND POLICIES.....	11
VII. PUBLIC FACILITIES AND SERVICES ELEMENT: GOALS..... AND POLICIES	16
VIII. HOUSING ELEMENT: GOALS AND POLICIES.....	17
IX. NEIGHBORHOOD POLICIES.....	19



INTRODUCTION

I. INTRODUCTION

The East Lancaster Neighborhood is located in the eastern portion of Salem. The area the East Lancaster Neighborhood Association (ELNA) represents is bounded by Lancaster Drive on the west, Sunnyview Road on the north, Cordon Road on the east, and Center Street on the south.

History of ELNA

ELNA was formally recognized by the Salem City Council as a neighborhood association in 1979. The Association was formed at the height of Salem's 1970's building boom. A majority of the land area within the neighborhood was annexed to the City in 1976-77. At the time of annexation not all water, sewer, street, and drainage facilities were available to full urban standards. In addition, the neighborhood, approximately a mile square, containing 750 acres, lacked a neighborhood park.

In mid-1976 a group called "Royal Oaks", largely from a subdivision by that name, started to participate in City programs and to organize as a neighborhood association. The process culminated on February 12, 1979, when the Salem City Council officially recognized ELNA.

History and Purpose of the ELNA Plan

Work on the ELNA Neighborhood Plan was initiated in August 1979. The neighborhood and City staff worked on a continuing basis until a draft was prepared and adopted by the ELNA Executive Board on August 20, 1980. This plan was reviewed by the Planning Commission and referred to City Council. After a public hearing, the Council deferred action on the ELNA Plan until the Salem Area Comprehensive Plan was acknowledged by LCDC. The Comprehensive Plan was acknowledged in May of 1982. Renewed effort to update the ELNA Plan was undertaken by the ELNA Board in May 1983, with City Council adoption in February 1984.

The purpose of the ELNA Neighborhood Plan is to establish goals and policies which will assist both the ELNA Board and the Salem Council in directing future development in the best interest of the neighborhood and the City. The issues addressed include storm drainage; proposed changes to the Comprehensive Plan and zoning; street layout within subdivisions; major street improvement projects; parks; and a number of other issues. The intent of this plan is to express the neighborhood's expectations about future development. It provides a positive means for the neighborhood to evaluate situations that arise and to then speak up before the Planning Commission, Hearings Officer, Planning Administrator, and City Council. From past experience, the neighborhood is aware that it is not just the Plan, but persistence about the Plan that pays dividends.

Organization of the ELNA Plan

The ELNA Neighborhood Plan consists of nine sections:

1. Introduction

A general overview of the neighborhood association and why a plan was prepared.

2. General Developmental Assumptions

Due to large areas yet to be developed and the urban services that are less than fully developed, the neighborhood has made some assumptions about the future as a basis for planning.

3. Land Use Plan Map

The Land Use Plan Map indicates the intended future development pattern for the ELNA Neighborhood. The map is consistent with the Salem Area Comprehensive Plan Map.

4. Land Use Map Intent Statements

These statements define the categories of land use depicted on the Plan Map.

5. Land Use Element

6. Transportation Element

7. Public Facilities and Services Element

8. Housing Element

These four elements describe the goals and policies of ELNA regarding land use, transportation, public facilities and services and housing. These goals and policies are consistent with the overall Salem Area Comprehensive Plan.

9. Neighborhood Policies

This section describes positions, policies, and recommendations by the ELNA Executive Board to give specific guidance on issues that pertain only to the neighborhood.

All of the goals, policies, and neighborhood policies have been numbered consecutively to facilitate discussion and plan use.

The ELNA Neighborhood Plan can be found for reference in the Salem Public Library. Other sources include the ELNA Neighborhood Chairperson, The ELNA Neighborhood Counselor (Room 305, Civic Center, 588-6173), and the Community Development Department, Planning Division (Room 305, Civic Center, 588-6173).



GENERAL DEVELOPMENTAL ASSUMPTIONS

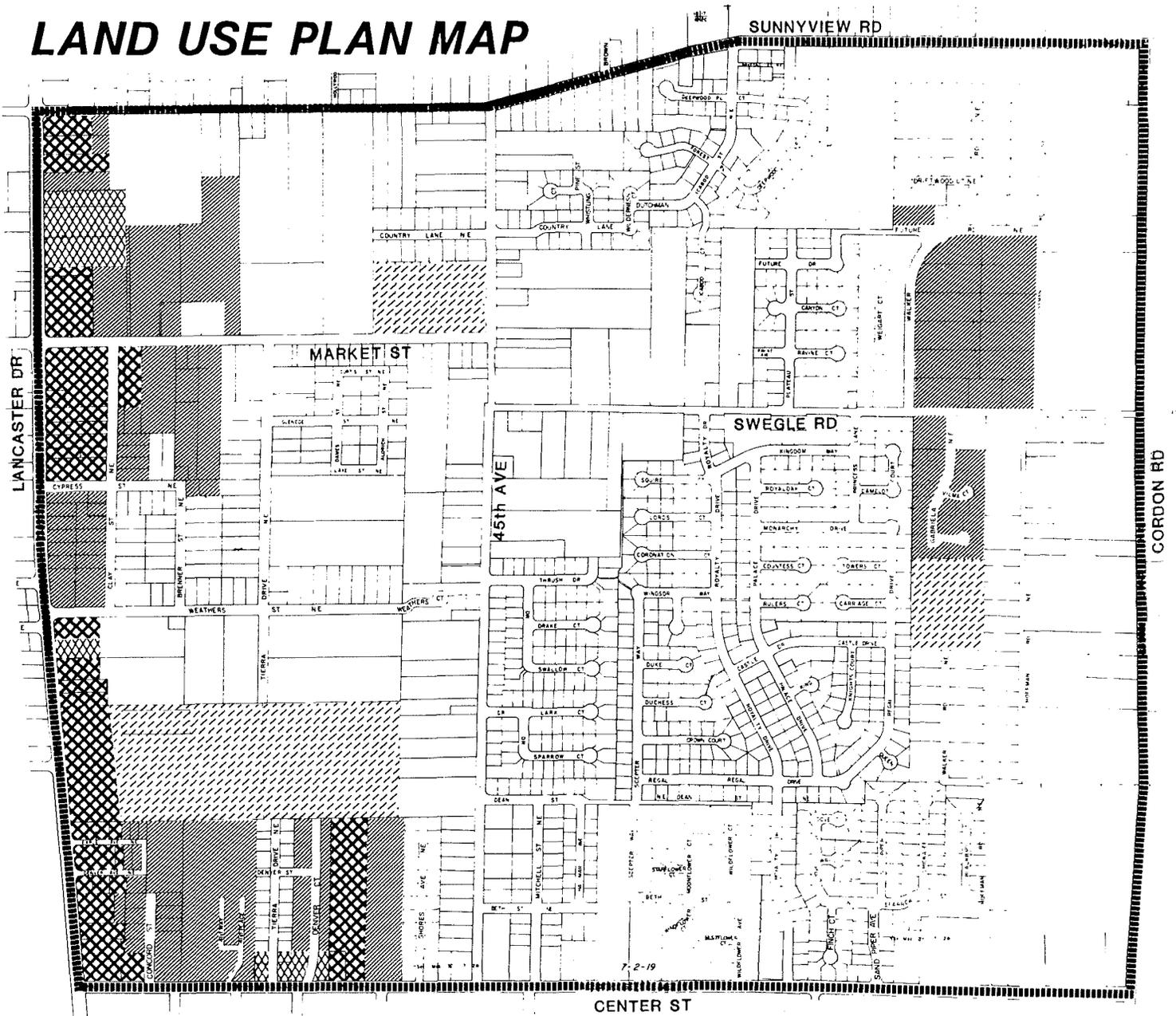
II. GENERAL DEVELOPMENTAL ASSUMPTIONS

- A. Due to ELNA's location within the Urban Growth Boundary:
1. It is proposed that ELNA will eventually become totally developed for urban uses; and
 2. It is proposed that within the next five to ten years, residential development in ELNA will be predominantly low density.
- B. Portions of ELNA currently lack the City water, sewer, and storm drainage facilities to support the quality urban development indicated in the Salem Area Comprehensive Plan. Since the entire neighborhood is within the Urban Growth Boundary, for planning purposes:
1. It is assumed that urban services, to the standards set forth in the Urban Growth Management Program, will eventually be supplied for the entire neighborhood; and
 2. It is assumed that within the next five to ten years, the providing of urban services will be a constraint on the density of land use developments.
- C. ELNA, and for that matter most of Salem, has storm drainage problems, therefore:
1. It is assumed the City will develop and implement a program that creates a comprehensive storm drainage system which reflects ELNA's concerns and policies; and
 2. It is assumed that within the next five to ten years, developments in ELNA will follow the storm water management plan when adopted by City Council.
- D. Due to ELNA's location and the development pattern already established:
1. It is assumed that the single family residential character of ELNA will predominate, while accommodating a mix of housing types and supporting commercial and community services. It is also assumed that no industry will develop in ELNA; and
 2. It is assumed that within the next five to ten years, developments will be accommodated in ELNA only when the overall population density of each site is low.



LAND USE PLAN MAP

EAST LANCASTER NEIGHBORHOOD LAND USE PLAN MAP



SINGLE FAMILY



COMMERCIAL OFFICE



MULTIFAMILY



COMMUNITY SHOPPING & SERVICE

scale- 0 400 800



COMMUNITY SERVICE



LAND USE INTENT STATEMENTS

IV. LAND USE INTENT STATEMENTS

A. Introduction

The land use definitions and intent statements of the East Lancaster Neighborhood Association Neighborhood Plan are consistent with those found in the Salem Area Comprehensive Plan. The ELNA land use definitions and intent statements are intended to accomplish the following:

1. Define the relationship of land designations on the Land Use Plan Map and the policies from which the map is derived.
2. Prevent a mix of incompatible uses that could occur if the intent was not specified.
3. Indicate the predominant type of land use and the permissible mix of other compatible land uses.

B. Community Service

The intent is to provide permanent locations for a library, schools, parks, and related facilities that support and reinforce the residential living environment. These facilities are in both public and private ownership and can accommodate such uses as religious, educational, cultural, governmental, administrative and protective services and parks. These uses may be found in locations throughout the neighborhood, although many of them will be located in the commercial area, due to the nature of the land use.

C. Commercial

1. Community Shopping and Service Facilities: The intent is to accommodate a wide variety of retail services that meet the needs of neighborhood residents, as well as a larger area; and that will not interfere with the safe movement of pedestrian and vehicular traffic along major streets. This category includes the existing commercial activities on Lancaster Drive and those commercial activities extending east from Lancaster Drive on Sunnyview, Market, and Center Streets as designated on the ELNA Land Use Plan Map. The community shopping and service facility designation is intended to provide locations for the maintenance and improvement of retail commercial and service businesses in ELNA while preventing the encroachment of commercial development in the residential areas of the neighborhood.
2. Commercial Offices: The intent is to include a wide variety of nonretail services to accommodate additional commercial activity in ELNA, without encroaching into the residential areas of the neighborhood. Commercial office areas will be designated within the boundaries of existing commercial activity as an infill and redevelopment land use.

D. Residential

According to the Salem Area Comprehensive Plan Map (March 1982), most of the land in ELNA is designated as Single Family Residential. A few areas are designated Multifamily Residential. To accommodate a mix of housing types, the ELNA plan has established two subcategories:

1. Single Family: The intent is to conserve the single family character of the neighborhood by encouraging the maintenance of existing single family housing and by promoting the development of new housing through traditional and nontraditional subdivisions (e.g., cluster development, zero lot-line development), planned unit developments, and mobile home subdivisions. Zoning for this category shall be Residential Agricultural (RA) and Single Family Residential (RS).
2. Multifamily Density: The intent is to provide a compatible mix of multifamily and single family dwelling units in order to offer a variety of housing types to neighborhood residents.



LAND USE ELEMENT: GOALS & POLICIES

V. LAND USE ELEMENT: GOALS AND POLICIES

A. Land Use Goals

1. The goal is to improve the residential character and environmental quality of the existing neighborhood.
2. The goal is to encourage future development which will be compatible with the existing single family residential character of the neighborhood and which will enhance its social, economic, and environmental quality.
3. The goal is to promote the residential areas of ELNA as safe, pleasant, and enjoyable places to live with minimal encroachment of incompatible land uses.
4. The goal is to provide for the development of ELNA through a compatible balance of residential, commercial, open space uses, and community service.
5. The goal is to ensure that City development codes are fully applied and to establish new City policies and criteria where they are needed to provide quality development that will enhance the living environment in ELNA.
6. The goal is to work with individuals and groups who are developing areas of ELNA to promote the mutual benefit of both the neighborhood and the developer.

B. Land Use Policies

Overall Policies

7. The single family residential character of the neighborhood shall be maintained while accommodating shopping and community service outlets for ELNA residents in locations consistent with the land use intent statements.
8. Subareas of like character in ELNA shall be encouraged and their character reinforced and maintained (i.e., single family, multifamily, and commercial subareas).
9. Until land and residents adjacent to ELNA are represented by a neighborhood organization, ELNA's goals and policies shall be the basis for ELNA's response to development proposals.
10. Site design and landscaping standards shall be encouraged to ensure that land use activities are compatible with the adjacent area consistent with the Salem Revised Code landscape and street standards.

Residential Policies

11. Innovative housing designs and site layouts that blend with existing residential development and that maximize the privacy and usable open space available to residents shall be encouraged in the development of all residential areas.
12. In order to accommodate residential development, given the limitations of existing sewer facilities in east Salem, the following policies shall apply:
 - a. Single family developments should be designed for the designated density, but construction should be limited by the existing sewer capacity; or
 - b. Multifamily developments should cluster buildings to allow future on-site expansion.

Single Family Policies

13. The maximum density of new developments in Single Family areas shall be governed by the Residential Agricultural (RA) and Single Family Residential (RS) standards.
14. Flexibility in single family residential site layout shall be encouraged to provide greater privacy to residents and adjoining property owners.
15. Single family residential development shall be encouraged along both arterials and collectors to the extent that the adverse effects of noise and access can be minimized through design techniques .

Multifamily Policies

16. The maximum density of new developments in Multifamily areas shall be governed by the zone code multifamily development standards. The developments should be located:
 - a. With primary access on to arterials and collectors.
 - b. Within one-half mile of an existing transit route; and
 - c. Adjacent to existing or designated Commercial areas.
17. Multifamily developments should provide weather protected recreation areas and fences or hedges for each unit.
18. Mobile home parks and subdivisions shall conform to the density limitations of the zone in which the development is located.
19. Multifamily developments should be designed to afford a maximum area occupied by landscaping and natural outdoor recreation areas.

Commercial Policies

General Commercial Policies

20. Landscaping should cover a minimum of 10 percent of the site.
21. The land adjacent to Lancaster Drive should be used primarily for commercial activities.
22. Commercial developments should be designed so that the separation between access points (including intersecting streets) is a minimum of 400 feet on arterials and 200 feet on collectors.
23. Walkways should be provided along the street frontage in commercial developments to ensure safe pedestrian and bicycle travel.

Community Shopping and Service Facilities Policies

24. Community shopping and service facilities shall be limited to those portions of arterials and collectors as indicated in the adopted ELNA land use map.
25. Community shopping and service facilities should be designed to minimize the disruption caused by automobiles, noise, lighting, and signing; and shall encourage the maintenance of building exteriors, landscaping and parking areas.

Commercial Office Policies

26. Commercial office space shall be encouraged as an in-fill use in vacant areas within the boundaries of the community shopping service facilities area.
27. Commercial offices shall be encouraged to locate in converted residential structures whenever possible.
28. Commercial office developments that accommodate health care services shall be encouraged to locate in ELNA.
29. Commercial offices shall be encouraged to provide high quality building and parking design, landscaping, and signing.

Park and Open Space Policies

30. The advance acquisition of neighborhood parks shall be encouraged by ELNA so that prime sites are assured to provide a more livable environment and varied recreational opportunities for residents of ELNA.

31. Neighborhood parks should be planned and developed jointly by the City of Salem Parks and Recreation Agency and the East Lancaster Neighborhood Association.
32. Joint park-school complexes shall be encouraged as an economical means of providing parks and recreation facilities and promoting full use of those facilities.
33. Public open space in the form of neighborhood parks and playgrounds should be within a one-half mile walking distance and easily accessible to all ELNA residents, as stated in the adopted Parks and Recreation Agency Technical Study.
34. New neighborhood parks should be developed close to high density residential areas so that the greatest concentration of residents have access to them.
35. Unique natural features and vegetation in ELNA should be identified by ELNA and the Parks Department and preserved (e.g., variances should be granted to encourage the preservation of mature trees).
36. Street trees should be planted on major streets in ELNA and encouraged on residential streets.

School Policies

37. School District 24J shall be encouraged to examine the current need for an additional elementary school site in ELNA.
38. To prevent the need to bus elementary students who have to walk along or cross substandard arterials and collectors; paved, well-drained, and direct pedestrian and bicycle routes should be provided.

Community Services Policies

39. New community service facilities, other than parks and schools, should be located in the neighborhood only if their activities are not detrimental to adjacent land uses.
40. Existing community service use areas are encouraged to continue in their existing use; if the community service activity is discontinued, the land should only be developed for the same type and density of use as the surrounding land uses.



**TRANSPORTATION ELEMENT:
GOALS & POLICIES**

VI. TRANSPORTATION ELEMENT: GOALS AND POLICIES

A. Introduction

Streets are grouped into three basic classifications, or classes, according to the function they serve. These functions are described in terms of the types of traffic they primarily carry and the type of access they provide. The three basic classifications are:

- 1) Arterials: Serve through trips and connect such major traffic generators as downtown, industrial districts, and shopping centers. Four categories of arterials, as defined in the East Salem Sector Plan, are found in ELNA.
 - a. Beltline Arterial - Cordon Road.
 - b. High Volume Arterial - Lancaster Drive.
 - c. Basic Arterial - Center Street, Sunnyview Road.
 - d. Minor Arterial - Market Street, Swegle Road.
- 2) Basic Collector: Collect and distribute traffic between residential streets and arterials. 45th Avenue is designated as a basic collector in the East Salem Sector Plan.
- 3) Residential Streets: Provide access to adjacent property.

STREET DESIGN REQUIREMENTS*

Street Class	Minimum R.O.W.	Curb-Curb	Sidewalks	Bikelanes	Parking	Access
Basic Arterial	84'	60'	Both Sides	Yes	No	Limited
Phased Development Arterial	84'	34'	Both Sides	Yes	No	Limited
Minor Arterial	68'	34'	Both Sides	Yes	No	Limited
High Volume Arterial	up to 132'	4 to 6 lanes, up to 104' including median	Both Sides	Yes	No	Limited
Beltline	up to 132'	4 to 6 lanes, up to 104' including median	Both Sides	Yes	No	Limited
Basic Collector	68'	34'	Both Sides	No	1 side	Limited
Residential	60'	34'	Both Sides	No	Yes	Permitted

* These design requirements are taken from the Salem Urban Growth Management Program and apply outside the current developed area. More detailed information can be found in Appendix C, Urban Growth Management Program, November 29, 1983.

B. Transportation Goals

41. The goal is to formulate a transportation plan that will:
 - a. Protect the residential areas of the neighborhood from nonlocal traffic; and
 - b. Provide safe routes for pedestrians and bicycle riders.
42. The goal is to establish a safe and efficient transportation system in ELNA which includes:
 - a. Appropriate and safe traffic control;
 - b. Major streets improved to City standards; and
 - c. Effective links with other areas of Salem.

43. The goal is to encourage all possible efforts to maximize a shift from the private automobile to alternative modes of transportation.

44. The goal is to support and promote effective mass transit, and a system of bikeways and pedestrian walkways throughout the neighborhood.

C. Transportation Policies

Overall Policy

45. Berms and natural landscaping should be considered in the design of arterial and collector streets to reduce air, noise, and visual pollution.

Traffic Circulation Policies

46. Major streets shall be classified as follows:

- a. Arterials - Cordon Road, Center Street, Sunnyview Road, Lancaster Drive, Market Street, and Swegle Road;
- b. Collector - 45th Avenue.

Classification of these major streets is consistent with the function they serve in the neighborhood and should be reflected in the City of Salem's transportation plans.

47. Using careful location and design of streets, through traffic shall be discouraged within East Lancaster Neighborhood residential areas.

48. Arterial and collector streets should be improved to the street design requirements of the Urban Growth Management Program.

49. The City of Salem shall encourage Marion County to designate and manage Cordon Road as a limited access arterial, consistent with the Urban Growth Management Program.

50. As Lancaster Drive, Center Street, and Sunnyview Road are developed or redeveloped, the property access standards of the Urban Growth Management Program shall be applied to improve safety and reduce congestion.

51. Access from major streets should be provided to individual development sites in a manner that is consistent with the Urban Growth Management Program and ELNA's transportation goals.

52. Stub streets which may be a requirement for development should have potential linkages with major streets indicated in development proposals.
53. Hazards and delays should be reduced at dangerous intersections through the installation of appropriate traffic control measures.
54. As a means of encouraging non-local traffic to use designated arterials, the intersection at Sunnyview Road and Lancaster Drive should be improved to accommodate turn movements.
55. The intersection of Market Street and Swegle Road at 45th Avenue shall be designed to ensure that east-west traffic is removed as far as possible from Swegle Elementary School, in order to ensure the safety of children and pedestrians around the school.

Alternative Mode Policies

56. In the review of subdivisions, partitionings, zone changes and other land use actions, consideration should be given to alternative modes of transportation.
57. When the adopted Salem Bicycle Plan is implemented, priority should be given to an east-west commuter route that will link ELNA with the downtown core.
58. High quality transit service should be provided in ELNA including:
 - a. Increased service coverage of the neighborhood;
 - b. Greater frequency between buses;
 - c. Improved reliability of service;
 - d. Provision of sheltered waiting areas; and
 - e. Extended hours of operation.
59. An extensive network of pedestrian walkways and bicycle routes should be constructed which will include provision for:
 - a. Continuous facilities that link areas within the neighborhood and the downtown core; and
 - b. Facilities that are separated from the street right-of-way wherever necessary (e.g., at the end of cul-de-sacs).

60. Wherever pedestrian and bicycle paths cross automobile routes, signing, and design alternatives should be implemented to protect pedestrians and bicyclists.
61. Pedestrian and bicycle facilities should be designed to enable the handicapped and disabled to move freely through the neighborhood.
62. Public pathways shall be as continuous as possible throughout the neighborhood to encourage pedestrian and bicycle travel.
63. Public pathways shall be as continuous as possible throughout the neighborhood to encourage pedestrian and bicycle travel.



**PUBLIC FACILITIES & SERVICES
ELEMENT: GOALS & POLICIES**

VII. PUBLIC FACILITIES AND SERVICES ELEMENT: GOALS AND POLICIES

A. Public Facilities and Services Element Goals

64. The goal is to provide an orderly, efficient, and coordinated system of public and private facilities and services that will support a high quality living environment in ELNA (i.e., sewer, water, drainage, fire, police, animal control, garbage, and utility facilities and services).
65. The goal is to ensure that public facilities and services are adequate to provide service to new residents, without lowering the quality of service to existing residents.
66. The goal is to provide the necessary public and private facilities and services to both attract and support the desired future development in the neighborhood, through the joint planning and implementation of those facilities and services by ELNA and the City.

B. Public Facilities and Services Element Policies

67. School district 24J shall be encouraged to maintain a community schools program at Swegle Elementary School.
68. A branch library should be established to serve ELNA and other areas of East Salem.
69. Crime prevention programs which focus on self-help should be promoted in ELNA by the Salem Police Department and will be supported by the Neighborhood Association.



HOUSING ELEMENT: GOALS & POLICIES

VIII. HOUSING ELEMENT: GOALS AND POLICIES

A. Housing Goals

70. The goal is to encourage safe, sanitary, secure, attractive, and quality constructed housing which provides shelter for a variety of incomes and protects and improves neighborhood liveability.
71. The goal is to encourage single family home ownership in order to provide for neighborhood stability.
72. The goal is to encourage well-maintained and landscaped residential units in ELNA; both owner-occupied and investor-owned.

B. Housing Policies

73. Existing and future single family residential areas should be protected from encroachment by multifamily developments and commercial land uses through careful site layout and natural vegetative buffers (i.e., reduction of privacy, increased traffic, and noise and visual pollution).
74. Existing and future multifamily areas should be protected from encroachment by commercial land uses through careful site layout and natural vegetative buffers (i.e., reduction of privacy, increased traffic, and noise and visual pollution).
75. Innovative residential design and site layout should be encouraged to save energy, provide privacy, and maximize exterior open space.
76. Structures with potential historic significance shall be identified by ELNA and recommended to the City. Preservation of these structures shall be encouraged.
77. Residential densities in ELNA shall be established by the development standards in each zone in the Salem Revised Code. These densities are reflected on the land use plan map and conform with the Salem Area Comprehensive Plan.
78. The Salem Housing Dispersal Policy should be used as the standard for the amount and location of subsidized housing for low- and moderate-income families in ELNA.
79. All new residential units in ELNA should comply with the Salem Police Department's Shield of Confidence Program which lists specifications dealing with building security.
80. Landscaping is an essential feature of all residential area. It enhances the appearance and marketability of housing, provides protection from wind and sun, and provides screening from roads, parking areas, and nearby property.

- a. When a site is developed, the natural characteristics should be preserved as much as possible.
- b. The developer should suitably landscape the open space areas of residential units to provide a visually attractive site.



NEIGHBORHOOD POLICIES

IX. NEIGHBORHOOD POLICIES

The following policies have been adopted by the East Lancaster Neighborhood Association and are intended to guide the Executive Board on specific issues. These neighborhood policies are not adopted by the City Council.

81. Citywide efforts to develop commuter bike lanes and pedestrian and bikeway facilities which would connect the East Lancaster Neighborhood with other areas of the City shall be supported by ELNA.
82. The East Lancaster Neighborhood supports the basic principals of the Salem Urban Growth Management Program and shall review and comment on specific public improvement measures to assure consistency with the East Lancaster Neighborhood Plan and other neighborhood policies.

B/0383w/0011w