

Neighborhood Plan

# Highland



# HIGHLAND NEIGHBORHOOD PLAN

Plan adopted by the Highland Neighborhood Association on March 5, 1980. Revisions adopted on February 21, 1984.

Plan adopted by Salem City Council on June 11, 1984, Ordinance No. 67-84

HIGHLAND NEIGHBORHOOD PLAN

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Introduction

## INTRODUCTION

### PLAN PURPOSE

The Highland Neighborhood Plan is a refinement of the Salem Area Comprehensive Plan. The Plan represents the desires of the Highland Neighborhood with respect to shaping the future character of the area. It will be used, both by the Neighborhood Association and the City of Salem, as the basis for making decisions about how the neighborhood should develop. The Plan represents the work of a number of people within the Highland Neighborhood who are concerned with the issues of neighborhood development and conservation.

### GENERAL ISSUES

The Highland Neighborhood is an older, urbanized area which lies close to the city's center. People of all ages and many backgrounds live in the neighborhood, giving it a diversity that is a neighborhood asset.

Many of the homes in the area are older; more than half are in excess of 30 years old. Some of the buildings representing the historic beginnings of the neighborhood still stand; significant historic structures are located on Figure 7 in the Appendix. Within the past decade, a significant portion of the residences in the neighborhood were revitalized as a part of the North Salem Urban Renewal Program. Still, some parts of the neighborhood are in need of rehabilitation. In the long run these areas are expected to undergo

change as neglected structures are removed to make way for newer structures.

The neighborhood is dissected by several heavily traveled streets. The resulting traffic noise and air pollution detract from the quality of life in the area. Five high volume streets cross the neighborhood. Liberty Street, Commercial Street, Broadway and Fairgrounds/Portland Road carry heavy volumes of traffic in a north-south direction; Pine Street carries high-volume traffic across the neighborhood in an east-west direction. In addition, Highland Street, which functions as an east-west "collector," carries substantial volumes of traffic through the center of the neighborhood's residential core. Except for Fairgrounds/Portland Road, these major streets have been developed, to a large extent, with homes oriented toward the street. Consequently, residents who live on these streets are subjected to environmental and safety impacts related to high traffic volumes.

The neighborhood's residential core is bounded on the east and west by industrial-commercial development. This condition brings about certain conflicts in the neighborhood; at the same time, it creates definite opportunities. The number one, on-going land use problem facing the neighborhood involves finding ways to maintain a quality residential core while warding off any unwanted effects of development around the periphery. These unwanted effects may include an increase in traffic on residential streets, deterioration of properties due to land speculation, and the encroachment of industrial-commercial uses into residential areas.

Some of the opportunities for revitalization of the neighborhood include the potential for the development of:

1. Well-planned industrial uses in the North Brooks area;
2. Automobile-oriented commercial development along the full length of the Liberty-Commercial corridor;
3. A river-oriented mixed use district along the Willamette River west of Front Street;
4. Increased bicycle and pedestrian access to the Willamette riverfront; and
5. Increased recreational and viewpoint sites along the neighborhood's Willamette river frontage.

In general, the redevelopment of the industrial-commercial strips holds the promise of making the neighborhood a more lively, interesting, and convenient place to live. The proximity of these strips to residential areas would provide close-in, walk-to-work opportunities and provide more convenient and diverse shopping facilities for neighborhood residents. Of course, these large-scale development opportunities will not happen overnight. They are, however, long-range issues with which the neighborhood needs to be concerned.

Another neighborhood concern involves the adequacy of recreation facilities in the area. Existing parks in the area include Highland Park (a neighborhood park) and River Road Park, a community park which lies outside the neighborhood boundaries but serves neighborhood residents. For some time, the Neighborhood Association has recognized the potential for joint use of the Oregon State School for the Deaf (OSSD) site and recreational facilities by the school and residents in the area. The recent incorporation of the Keizer area to the North of the OSSD has reduced the service area, and thus the incentive for the Regional Parks and Recreation Agency to

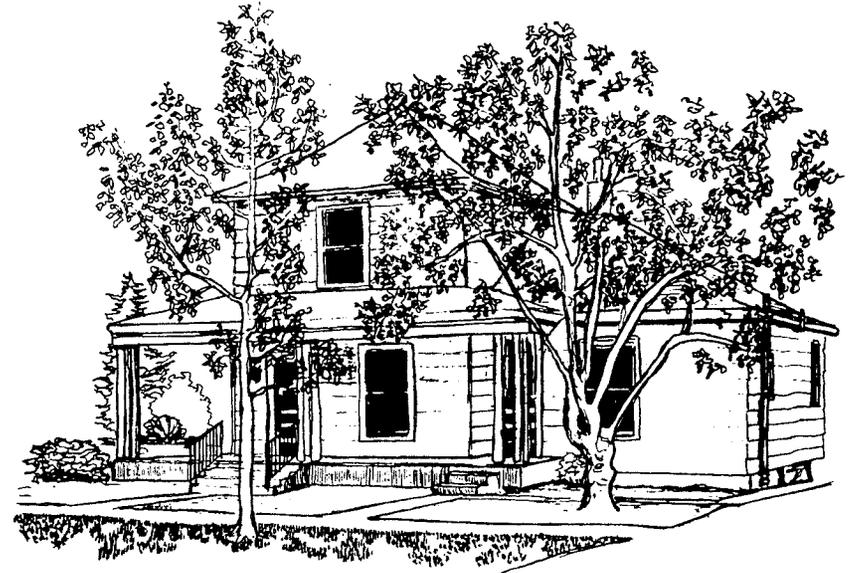
pursue this opportunity, at least for the present. But the long-range viability of this site as a potential park and the perception of residents that more parks are needed in the neighborhood should keep this idea alive as a neighborhood issue.

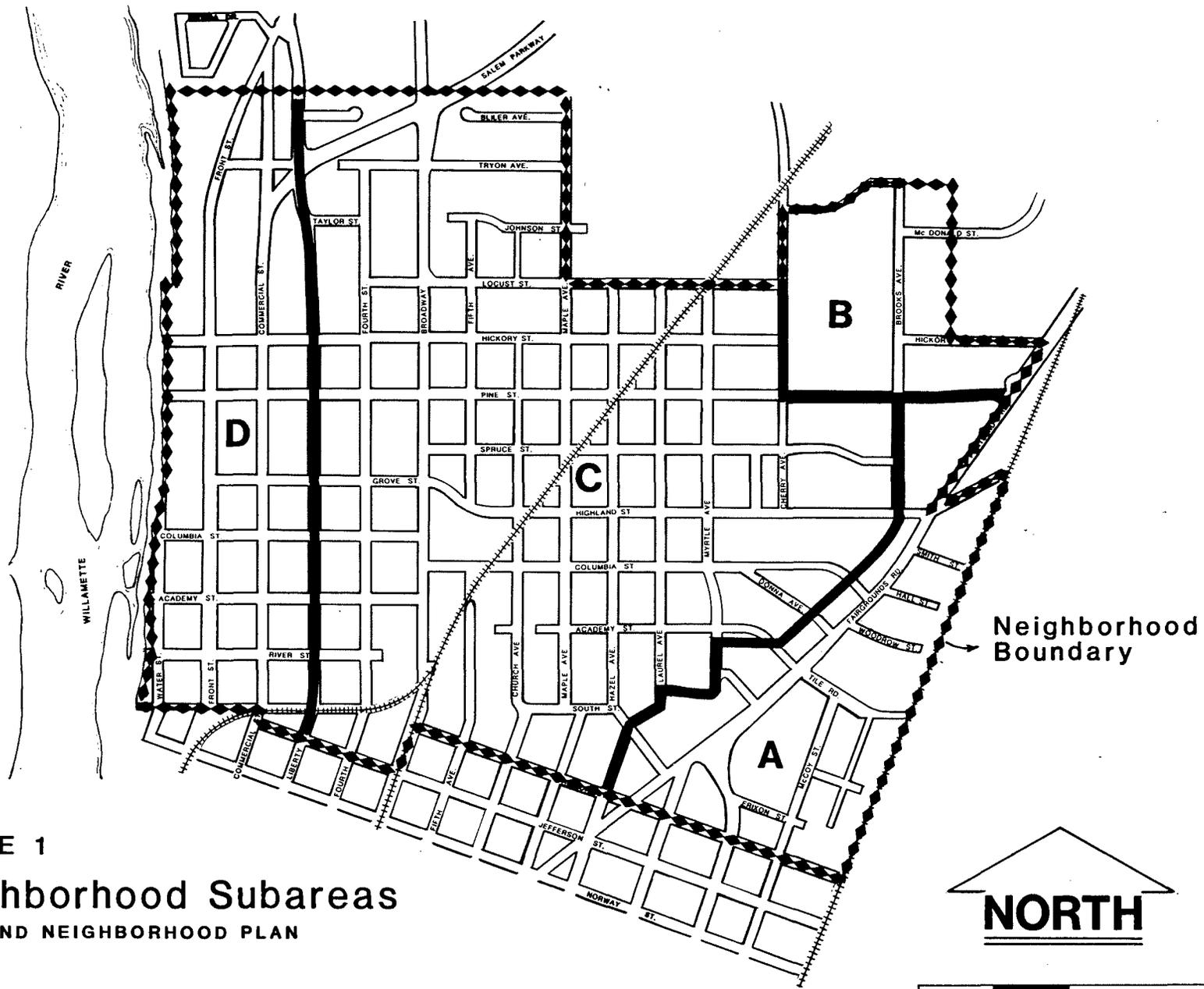
A final concern is the disposition of state, city and county owned land which was purchased for the development of the Salem Parkway. A portion of this land will be retained by government agencies as street right-of-way. The remainder will, at some future point, be declared excess. All of this land is vacant. Some parcels exist as small remnants; others are over an acre in size. The manner in which this land is ultimately developed could have a significant impact on the Highland Neighborhood. The Salem Parkway terminates at the northern boundary of the neighborhood near the Salem city limits. The Parkway serves as one of the northern "gateways" to the city and, therefore, can influence, for better or worse, the perception of those who enter the city by this route. This land could be developed in a variety of ways. Each of the potential development alternatives will influence the surrounding areas in different ways. For instance, a strip commercial development on this land would affect the Highland Neighborhood in a completely different way than if the land were to be developed as a linear park. The position of the Neighborhood Association with respect to the disposition and development of this land is that the various development options need to be closely studied and that the Neighborhood Association should be involved in the process.

## PLAN CONTENTS

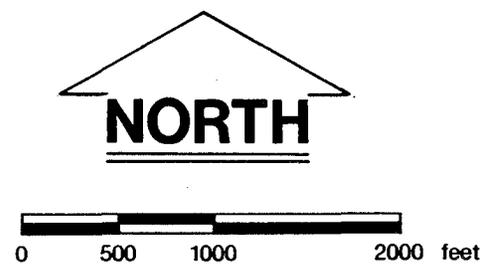
The plan is divided into seven sections following the Introduction.

1. The Land Use Plan Map indicates the intended future development pattern for the neighborhood.
  2. The Map is followed by the Land Use Intent Statements which define the categories of land use depicted on the Plan Map.
  3. The Land Use section contains goals and policies which are intended to guide future land use decisions. The "Neighborhood-Wide" section contains policies that pertain to land use throughout the neighborhood. In addition, the neighborhood has been divided into four subareas for planning purposes. Each subarea exhibits certain special characteristics which set it apart from the remainder of the neighborhood. A set of goals and policies have been developed for each subarea (A,B,C, and D) shown on Figure 2.
- Goals are statements that define what the neighborhood is trying to accomplish. Policies provide guidance for decision-making related to the plan area. City programs and decisions which are implemented in the neighborhood, such as zone changes, development proposals and capital improvements, will be evaluated on the basis of their conformance with adopted policy. Consequently, policies are the most important statements in the plan.
4. Transportation goals and policies are included as a separate section. This element focuses on those transportation issues that are relevant to this neighborhood, including street improvements, traffic operations and transportation alternatives.
  5. Another major policy section is entitled Parks. This section includes those goals and policies that pertain to park or open space acquisition and development.
  6. Neighborhood Association - Adopted Goals, Policies and Recommendations are ones which have been adopted only by the Highland Neighborhood Association and not by the City Council. These statements provide direction to the Association Board in their deliberations about issues and proposals, but are not recognized as adopted city policy in the City's decision-making process.
  7. The final section of the plan is the Appendix. This section contains several maps which may help the reader to better understand information presented in the plan. It includes maps depicting potential future bike path routes, the location of historic neighborhood structures, and the location of a city ward boundary which bisects the neighborhood and separates Wards 1 and 5.





**FIGURE 1**  
**Neighborhood Subareas**  
 HIGHLAND NEIGHBORHOOD PLAN



## CHARACTER OF SUBAREAS

### 1. Subarea A - Portland/Fairgrounds Road Corridor

This subarea lies on the eastern edge of the neighborhood. It is characterized by a mix of residential, commercial, and industrial land uses. Over the past ten to fifteen years the corridor has experienced substantial change including the widening of Portland Road, the revitalization of some of the older housing within the corridor, and the development of governmental and office land uses in the area. Much change was brought about through the implementation of the North Salem Urban Renewal Program.

### 2. Subarea B - North Brooks Area

The North Brooks area lies in the neighborhood's northeast quadrant and represents the southern end of a large industrial district which extends from Chemawa Road to Pine Street along Cherry Avenue and the Southern Pacific Railroad. The predominant land use in this area is industrial, although almost a quarter of the area remains in residential use. North Brooks is an area in transition; ultimately the existing residential uses will be replaced by industrial uses.

### 3. Subarea C - Highland Residential Core

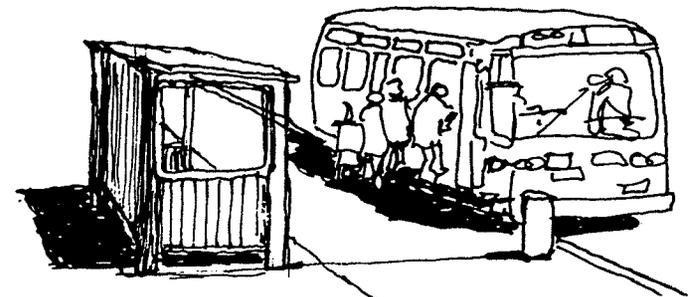
This area lies, generally, in the center of the neighborhood. The primary land use is residential with the great majority being single-family homes. More than 50 percent of the residential structures were rehabilitated through the urban renewal program. This area is pierced by three streets carrying high traffic loads: Broadway and Liberty running

north/south, and Pine Street running east/west. Consequently, some residents perceive a traffic-generated noise problem in portions of this subarea.

### 4. Subarea D - West of Liberty Street

This area lies on the western edge of the neighborhood. Like Subarea A, this subarea contains a mix of industrial, commercial, and residential uses. The Willamette River forms the extreme western boundary of the neighborhood. The character and composition of land uses in this subarea is strongly influenced by the high-volume, north-south traffic flows on Liberty and Commercial Streets, and to a lesser degree, on Front Street. The subarea can be divided into two distinct sectors. One sector is the corridor lying between Liberty and Commercial Streets. The other is the river-influenced area lying to the west of Front Street.

In August, 1983, proposals for development of the East bank of the Willamette River from Brown Island Road to Stark Street were completed by the Riverside/East Study Committee. Their report includes a number of short-term and long-term recommendations for improving the Willamette Riverfront. If acted on by city government and citizen volunteers, the Riverside/East proposals could have a significant impact on the Highland neighborhood riverfront area by making the river more accessible to the residents of the neighborhood.



Land Use Plan Map



Land Use Intent Statements

## LAND USE INTENT STATEMENTS

The land use definitions and intent statements for the Highland Neighborhood Plan are consistent with those found in the Salem Area Comprehensive Plan. The purpose of the following definitions and intent statements is to:

- 1) Define the relationship of land use 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; and
- 3) Indicate the predominant type of land use and the permissible mix of other compatible uses.

### RESIDENTIAL

According to the Salem Area Comprehensive Plan (SACP) acknowledged in May, 1982, two distinct residential land use types are designated in the Highland Neighborhood - Single Family Residential and Multifamily Residential. To accommodate a mix of housing types, the Highland Plan has established three residential categories; one (Single Family Residential) corresponds directly to the SACP Single Family Residential category. The other two (Multifamily Residential and Apartment) further refine the SACP Multifamily Residential category.

Single Family Residential. This designation indicates a land use pattern that is predominantly single family residential. The intent is to

maintain and enhance the established single family residential area and to provide for single family housing near the downtown area.

Multifamily. This designation indicates a land use pattern that would be characterized by a mixture of housing types. The intent is to maintain existing quality single family houses to the maximum extent practical while allowing conversion of single family houses and lots to multifamily densities where permitted by zoning.

Apartment. This land use designation is also characterized by a mixture of housing types. The intent is to provide for higher density multifamily use in areas where transition to a more intense residential use is occurring, particularly along arterial streets.

### COMMERCIAL

The Salem Area Comprehensive Plan (SACP) Map does not differentiate between the several distinct land use types explained within the SACP narrative; on the map the different land use types are simply designated commercial. The Highland Plan has attempted to refine the commercial categories to recognize the difference in scale, type of use and market area acknowledged in the SACP designations. Three distinct types are evident in the Highland neighborhood.

Community Shopping: The intent is to provide locations for a wide variety of goods and services, including both convenience stores for neighborhood residents and shopping facilities for a market area consisting of several neighborhoods.

Neighborhood/Convenience Shopping: This Commercial designation represents a combination of the Neighborhood Shopping and Service Facilities

and Convenience Stores categories of the SACP. The intent is to provide locations for stores and personal service establishments which are close to residential areas, are easily accessible and are used frequently by neighborhood residents.

Office: The intent is to provide a wide variety of non-retail services. These may be located near residential areas to serve neighborhood residents.

### INDUSTRIAL

The Salem Area Comprehensive Plan (SACP) assigns an industrial designation to those areas with industrial uses which place heavy demands on public facilities or cause significant impacts on the environment. The intent of the SACP classification is to provide a variety of industrial sites for all types of industrial uses. The Highland Plan further refines the industrial classification to accommodate existing as well as desired industrial uses.

Manufacturing: The intent is to provide locations for a full range of manufacturing activities.

Planned Light Industrial: The intent is to provide industrial locations that are planned to minimize adverse impacts on surrounding areas.

Industrial Commercial: The intent is to designate sites for commercial and limited industrial activities in which the nature of the business requires fabrication, storage, and wholesale or retail trade.

### RIVER-ORIENTED MIXED USE

The intent is to provide for a combination of urban uses which take advantage of the scenic,

natural and recreational amenities of the riverfront and to provide opportunities for community residents to gain visual and physical access to the riverfront while allowing for the continuation of existing industries.



### COMMUNITY SERVICE

The intent is to provide locations for sites and facilities in both public and private ownership for such uses as health, medical, religious, educational, cultural, governmental, administrative and protective services, including cemeteries.

### PARK AND OPEN SPACE

The intent is to provide park and open space sites which are easily accessible to neighborhood residents by walking or bicycling.

Land Use Goals and Policies

## LAND USE

### NEIGHBORHOOD-WIDE POLICIES

1. Policy: In acknowledgement of the ongoing provisions of the North Salem Urban Renewal Plan regarding development, design review shall be recognized and implemented in the area south of Hickory Street.
2. Policy: The City Council should promote and encourage the development of policies and ordinances which will reduce the impact of noise, especially traffic noise, on Highland residents.
3. Policy: New residential development or redevelopment should be allowed to occur within areas designated as Single Family Residential to the extent that zone changes will not increase the intensity of use.
4. Policy: Architecturally and historically significant structures within the neighborhood should be preserved.
5. Policy: Excess State-owned land purchased in conjunction with the development of the Salem Parkway should be used in a manner that benefits and reinforces the character of the Highland Neighborhood.
7. Policy: Existing single family housing in the area designated Multifamily should remain in single family use in recognition of the reinvestment in and stabilization of the area through the North Salem Urban Renewal Plan.
8. Policy: Traffic capacity on Portland Road should be protected by minimizing curb cuts while maintaining site access.

### Subarea B: North Brooks Area

9. Goal: The goal is to facilitate the transition of the single-family residential development in the North Brooks District to Planned Light Industrial.
10. Policy: Land rezoned for industrial use should be provided with an industrial street access in such a way as to restrict the flow of industrial-related traffic through adjacent residential areas.
11. Policy: Outdoor storage areas in the industrial area should be screened from view of the streets and from nearby residential uses. Parking areas should be landscaped.
12. Policy: Planning for the North Brooks industrial area should incorporate a full range of alternative transportation facilities and programs to encourage the use of transportation modes other than the automobile. Alternative transportation modes might include transit, park and ride, bicycle, pedestrian and carpools.

### Subarea C: Highland Residential Core Area

6. Goal: The goal is to improve the image, livability, and commercial vitality of the corridor through application of a revitalization program.
13. Goal: The goal is to maintain and enhance the predominantly single-family residential character of this area in order to assure the continued operation of Highland School as a neighborhood school and to conserve close-in locations for single-family living.

14. Goal: The goal is to prevent encroachment on the single-family core area of Highland from more intensive uses.
15. Policy: The rehabilitation of housing stock through private programs should be continued.
16. Policy: The development of RS zoned vacant lots shall be limited to single-family housing or other uses permitted in the RS zone.
17. Policy: A program should be initiated by the City to reduce the effects of traffic noise along Pine Street between Broadway and Brooks.
18. Policy: The conversion of single family housing to multifamily use should be discouraged in areas designated Single Family Residential in recognition of urban renewal efforts, brought about through the North Salem Urban Renewal Program, which reestablished the single family residential character of these areas.
19. Policy: Densities of specific developments in areas designated Apartment should be no greater than permitted by the applicable zone in the zoning code.
20. Policy: The area zoned RS which lies between Liberty Street and 4th and north of Pine should be maintained and enhanced to assure the continued operation of Highland School as a neighborhood school, to conserve close-in locations for single family living and to protect the considerable sums invested in the neighborhood as a result of the North Salem Urban Renewal Program. This area should be protected from encroachment of more intensive uses.
21. Policy: The development or replacement of structures on RS zoned lots should be limited

to single family housing or other uses permitted in an RS zone.

Subarea D: West of Fourth Street

22. Goal: The goal is to increase riverfront development opportunities west of Front Street in the area designated River Oriented Mixed Use for a combination of urban uses that take advantage of the scenic, natural and recreational qualities of the riverfront.
23. Goal: The goal is to provide for the orderly transition of Liberty/Commercial properties to Industrial Commercial, Office, and Multifamily Residential uses.
24. Policy: New residential structures developed within the Liberty-Commercial corridor should be designed to protect occupants from noise levels which exceed HUD noise criteria.
25. Policy: As the Liberty-Commercial corridor develops, pedestrian crossings should be established on Liberty Street and Commercial Street to permit residential area access to community shopping facilities.
26. Policy: River viewpoints and riverfront accesses for pedestrians and bicycles should be planned and developed in conjunction with redevelopment efforts in the River Oriented Mixed Use area west of Front Street.
27. Policy: Riverfront development should be a mixture of commercial, office, and higher density residential uses.

Transportation

## TRANSPORTATION

28. Goal: The goal is to formulate a traffic plan that will:
  - a. Protect the residential areas of the neighborhood;
  - b. Move the heavy through traffic out of residential areas and into commercial and industrial areas;
  - c. Provide adequate public transportation; and
  - d. Provide safe routes for bicycle riders.
29. Goal: A second transportation goal is to make the existing major street system work more effectively with projects limited to those that have an overriding benefit to the Highland Neighborhood.
30. Goal: The goal is to reduce through traffic while maintaining access for local residences by providing new arterial streets to handle traffic loads.
31. Goal: The goal is to provide a system of bikeways that connect points of activity, both within and outside of the neighborhood, in a safe and convenient manner.
32. Goal: The goal is to increase the availability and use of alternative modes of transportation.
33. Policy: The City should encourage public transit ridership to the extent that, over time, transit is used by a larger share of the population.
34. Policy: The City should continue to encourage Park and Ride and carpooling programs.
35. Policy: The potential impact of signals and left-turn refuge lanes which would facilitate traffic flow through and around the neighborhood from bordering local and collector streets should be evaluated in terms of traffic impact to the neighborhood before improvements are made.
36. Policy: The City should develop new arterial alternatives to alleviate traffic on local streets in the vicinity of Cherry, Brooks, Highland, and Pine.
37. Policy: Before recommending the removal of on-street parking, the City should insure that means exist for the provision of adequate alternative parking facilities. Reasonable requests for variance of off-street parking regulations should be favorably considered, if possible.
38. Policy: Local streets should be left open to relieve traffic problems in the Highland area until a solution can be found and jointly agreed to by the Highland Neighborhood Association and the City of Salem.
39. Policy: Hazardous intersections on local streets should be identified by the City's Traffic Division and stop signs or other traffic flow improvements should be provided where warranted.
40. Policy: The City should provide adequate warning devices in the vicinity of fire stations for the protection of pedestrians and motor vehicles.
41. Policy: Public Utilities Commission (P.U.C.) regulations governing effective train movement at railroad crossings should be enforced.

42. Policy: The refinement and implementation of a neighborhood bicycle plan that fits into the citywide bicycle plan should be pursued by the neighborhood.
43. Policy: The condition of street crossings at railroad tracks should be strictly maintained at a high standard by the City's street department.



Parks

## PARKS

44. Goal: The goal is to provide for the recreation needs of the Highland Neighborhood through:
- a. The acquisition and development of adequate parks and recreation facilities; and
  - b. The maintenance of existing park and recreation facilities.
45. Policy: Parks at the neighborhood service level should be given a high priority for continuation of maintenance.
- 46 .Policy: Any new development in the Greenway should include provisions for public access along the riverbank for walking and bicycling.
47. Policy: Community parks serving Highland should incorporate a full range of recreational facilities common to community parks.
48. Policy: The advanced acquisition of neighborhood parks shall be encouraged so that prime sites are assured to provide a more livable environment and varied recreational opportunities for neighborhood residents.
49. Policy: Walkways and bikeways providing safe access and minimizing vehicular conflicts should be provided to park and school sites.



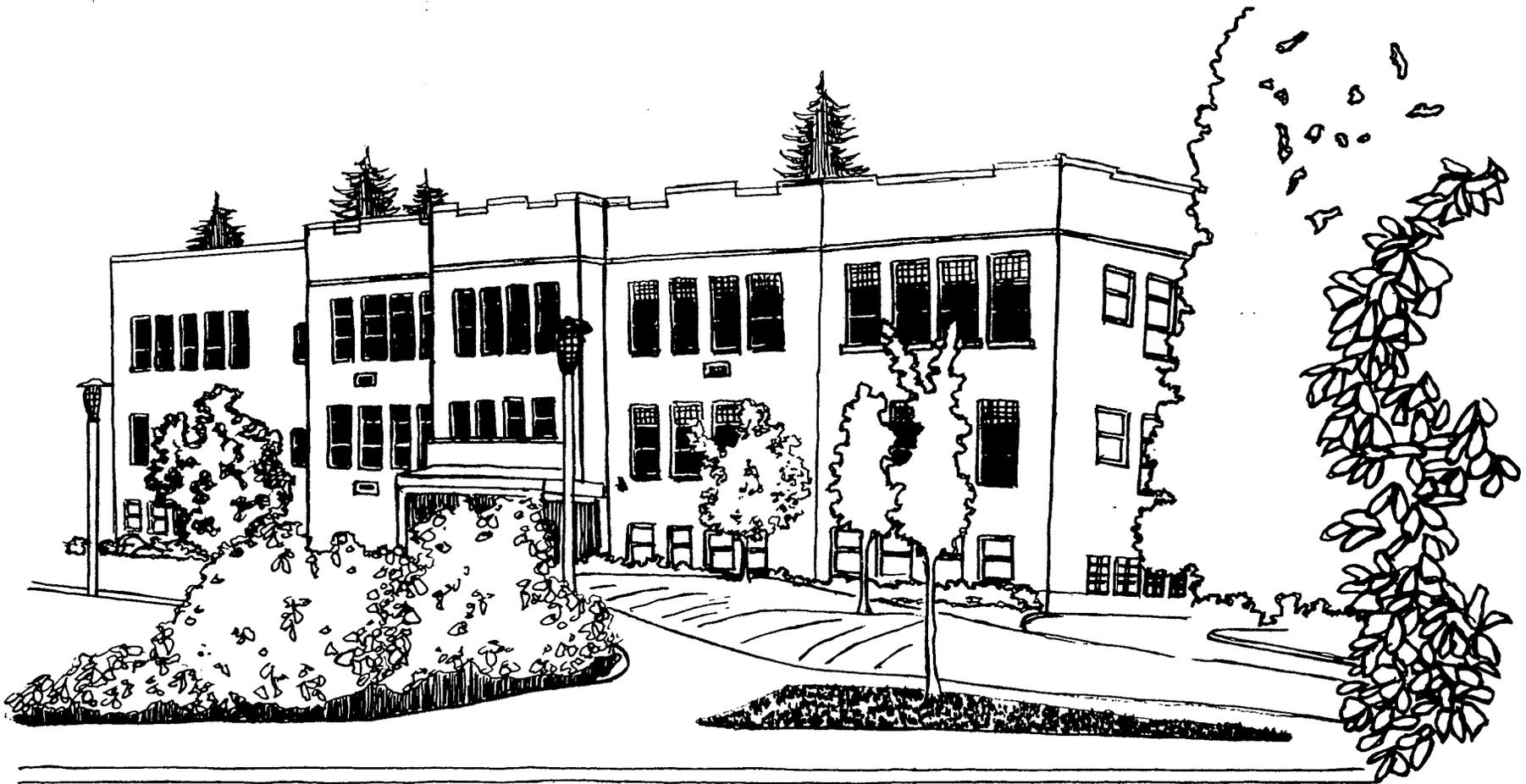
Neighborhood Association  
Adopted Goals, Policies and Recommendations

HIGHLAND NEIGHBORHOOD ASSOCIATION GOALS,  
POLICIES, & RECOMMENDATIONS

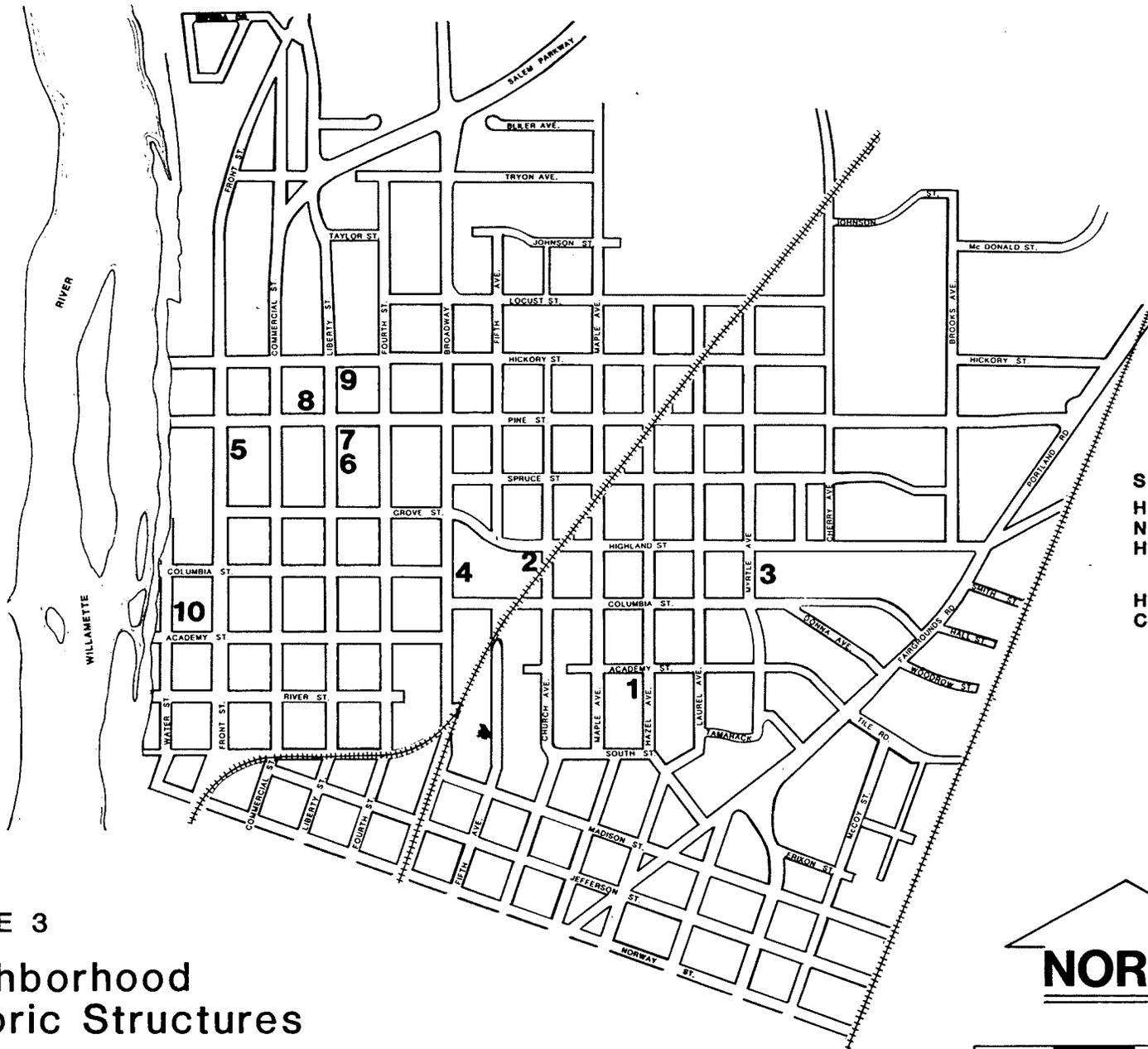
50. Neighborhood Association Policy - Portions of the excess State-owned lands purchased in conjunction with the development of the Salem Parkway should be considered for repurchase by the City. The disposition of land in excess of that needed for right-of-way should be based on a detailed study of the excess area. The study should discuss possible alternative uses for this land and should result in a set of recommendations for the best way to use the land. The study should give special attention to the importance of the area as one of the northern "gateways" to the City and to the problem of excessive noise levels along the Parkway, Liberty Street and Commercial Street.
51. Neighborhood Association Recommendation - Upon request by affected property owners in the North Brooks Area whose property is currently zoned RS, the Planning Commission should initiate a zone change from RS to IP.
52. Neighborhood Association Recommendation - The Highland Neighborhood Association strongly encourages the City to initiate a detailed study of the Liberty/Commercial corridor between Market and Pine. This study should focus on methods of achieving an orderly transition of land uses in this area as well as studying the feasibility of applying performance standards to new development in the area.
53. Neighborhood Association Goal - The goal is to improve the current level of transit service in order to reduce through traffic in the neighborhood.
54. Neighborhood Association Goal - The goal is to provide demand responsive service to the transit dependent, particularly the elderly and handicapped.
55. Neighborhood Association Policy - The Highland Neighborhood Association continues to support the provision of private, nonprofit special transportation services for neighborhood residents.
56. Neighborhood Association Policy - Neighborhood recommendations on street improvements should be based on consideration of the following:
  - a. Through traffic;
  - b. Truck traffic;
  - c. Isolation of residents;
  - d. Street widening;
  - e. Acquisition/relocation;
  - f. Pedestrian safety;
  - g. Shifting the problem location.
57. Neighborhood Association Recommendation - The Highland Neighborhood Association strongly recommends to the Salem Transit District that the level of service and convenience of transit operations in the Highland Neighborhood be improved. The following factors should be addressed as areas of concern to Highland residents:
  - a. Location of transit routes and stops;
  - b. Frequency of service;
  - c. Reliability of service;
  - d. Sheltered waiting areas;
  - e. Extended hours of operation;
  - f. Weekend service;
  - g. Travel time to destination.
58. Neighborhood Association Recommendation - The proposed Northgate Extension between Portland Road and the Salem Parkway should be given a high priority in the Capital Improvements Program in order to provide an alternate route for industrial traffic, particularly that traffic destined for the Salem Industrial Park.

59. Neighborhood Association Policy - The Highland Neighborhood Association supports the Riverside East Study Committee recommendations which would provide improved pedestrian access to the river. The neighborhood specifically endorses the upgrading of the Hickory Street access as proposed in the Riverside East Study.

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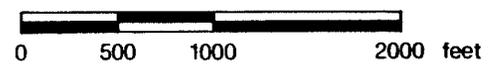


Appendix



**SOURCE:**  
 Historic Inventory  
 North Salem Grant-  
 Highland Area  
  
 Historic Landmarks  
 Commission 1979

**FIGURE 3**  
**Neighborhood  
 Historic Structures**  
 HIGHLAND NEIGHBORHOOD PLAN



NEIGHBORHOOD HISTORIC STRUCTURES  
Primary Structures Considered for Historic Preservation

Commercial/Public Structures

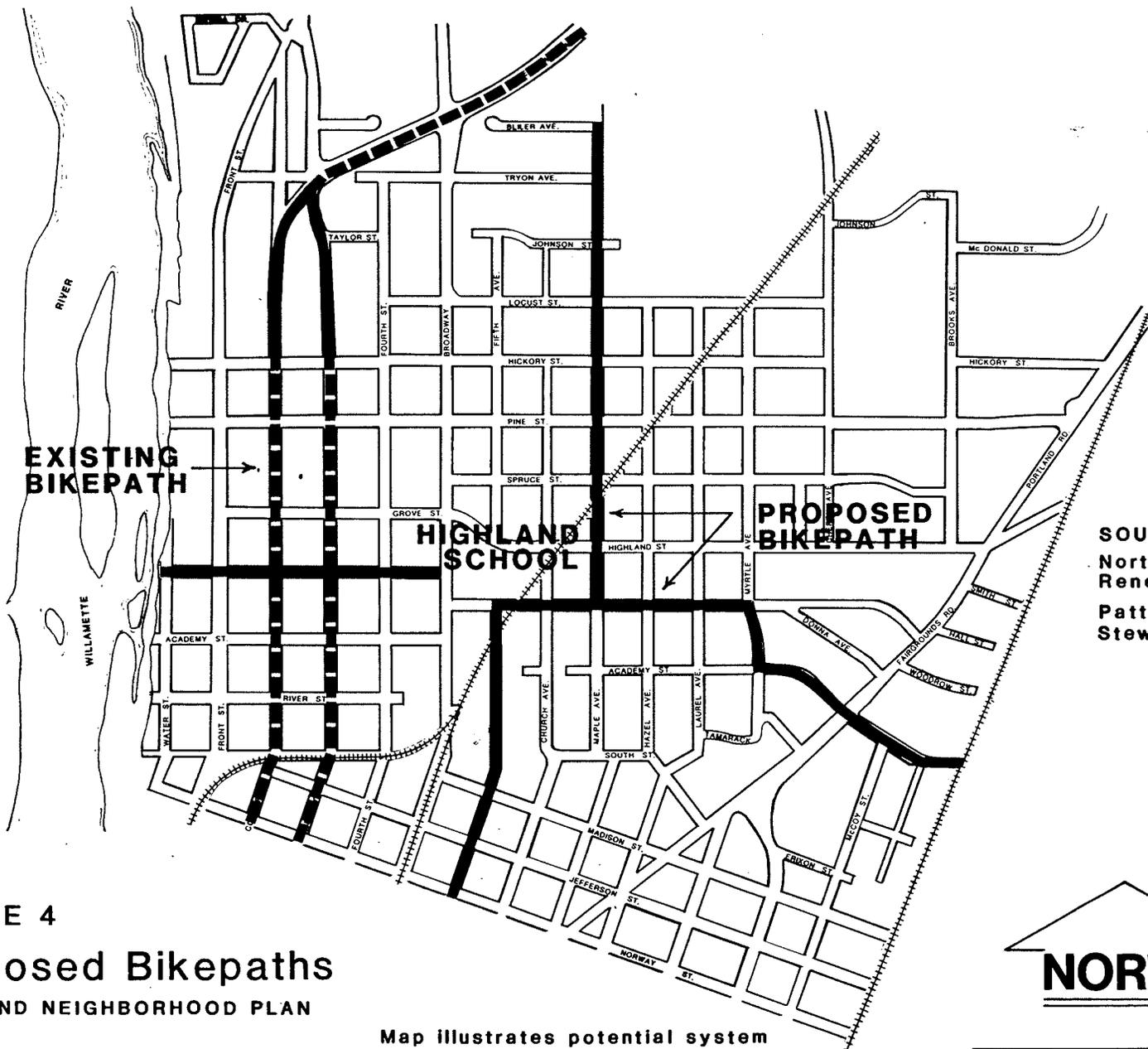
1. 1997 Hazel (Immanuel Baptist Church)
2. 580 Highland (Highland Friends Church)
3. 2228 Myrtle (St. Vincent DePaul Church)
4. 2153 5th NE (Highland School)

Residential Structures

5. 2214 Front
6. 2288 Liberty
7. 2292 Liberty
8. 2305 Liberty
9. 2390 Liberty
10. 1950 Water NE

Source:

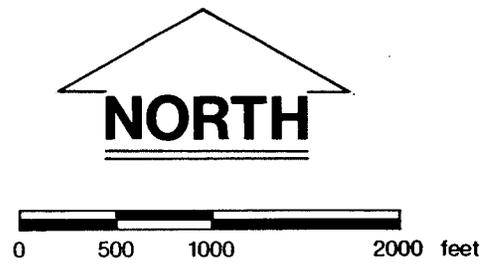
Historic Inventory North Salem Grant-Highland Area  
Historic Landmarks Commission, 1979.

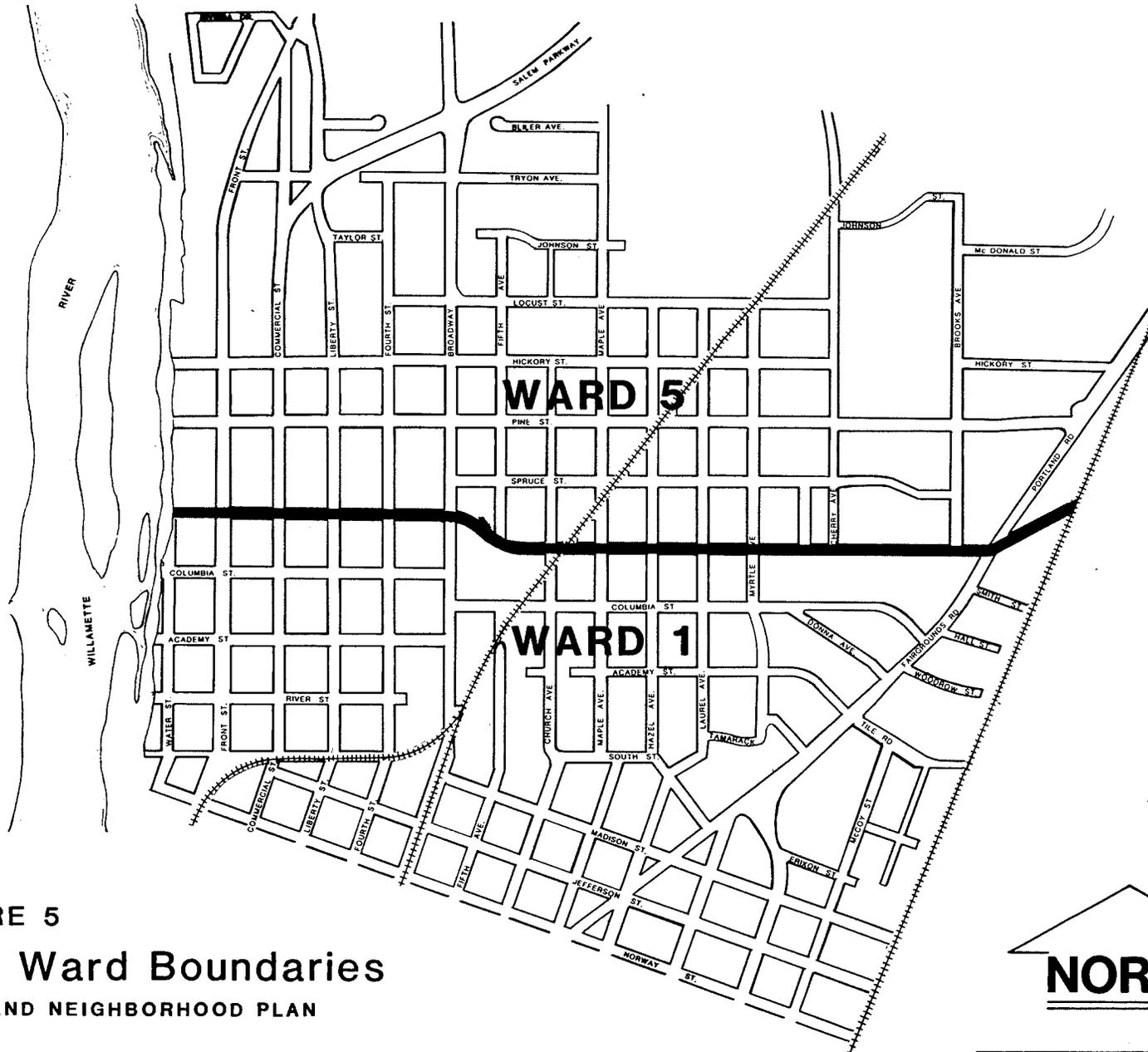


SOURCE:  
 North Salem Urban  
 Renewal Plan  
 Patterson, Langford &  
 Stewart 1973

**FIGURE 4**  
**Proposed Bikepaths**  
 HIGHLAND NEIGHBORHOOD PLAN

Map illustrates potential system  
 Not Approved or Adopted as part  
 of Salem Bicycle Map





**FIGURE 5**  
**City Ward Boundaries**  
 HIGHLAND NEIGHBORHOOD PLAN