



# Oregon

Theodore R. Kubongoski, Governor

Department of Land Conservation and Development

635 Capitol Street, Suite 150

Salem, OR 97301-2540

(503) 373-0050

Fax (503) 378-5518

www.lcd.state.or.us



## NOTICE OF ADOPTED AMENDMENT

05/19/2014

TO: Subscribers to Notice of Adopted Plan  
or Land Use Regulation Amendments

FROM: Plan Amendment Program Specialist

SUBJECT: City of Salem Plan Amendment  
DLCD File Number 015-13

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Due to the size of amended material submitted, a complete copy has not been attached. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures\*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Thursday, June 05, 2014

This amendment was submitted to DLCD for review prior to adoption pursuant to ORS 197.830(2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

**\*NOTE:** The Acknowledgment or Appeal Deadline is based upon the date the decision was mailed by local government. A decision may have been mailed to you on a different date than it was mailed to DLCD. As a result, your appeal deadline may be earlier than the above date specified. NO LUBA Notification to the jurisdiction of an appeal by the deadline, this Plan Amendment is acknowledged.

Cc: Jason Richling, City of Salem  
Gordon Howard, DLCD Urban Planning Specialist  
Angela Lazarean, DLCD Regional Representative

<paa> YA



## NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION

<b>FOR DLCD USE</b> 015-13
File No.: (20043)
[17877]
Received: 5/15/2014

Local governments are required to send notice of an adopted change to a comprehensive plan or land use regulation **no more than 20 days after the adoption.** (See OAR 660-018-0040). The rules require that the notice include a completed copy of this form. **This notice form is not for submittal of a completed periodic review task or a plan amendment reviewed in the manner of periodic review.** Use Form 4 for an adopted urban growth boundary including over 50 acres by a city with a population greater than 2,500 within the UGB or an urban growth boundary amendment over 100 acres adopted by a metropolitan service district. Use Form 5 for an adopted urban reserve designation, or amendment to add over 50 acres, by a city with a population greater than 2,500 within the UGB. Use Form 6 with submittal of an adopted periodic review task.

Jurisdiction: City of Salem

Local file no.: **CA13-08**

Date of adoption: 04/28/2014 Date sent: 5/15/2014

Was Notice of a Proposed Change (Form 1) submitted to DLCD?

 Yes: Date (use the date of last revision if a revised Form 1 was submitted): 10/15/2013 NoIs the adopted change different from what was described in the Notice of Proposed Change?  Yes  No

If yes, describe how the adoption differs from the proposal:

Local contact (name and title): Lisa Anderson-Ogilvie, Urban Planning Administrator

Phone: 503-540-2381 E-mail: lmanderson@cityofsalem.net

Street address: 555 Liberty St SE, Rm 305 City: Salem Zip: 97301-

### PLEASE COMPLETE ALL OF THE FOLLOWING SECTIONS THAT APPLY

#### For a change to comprehensive plan text:

Identify the sections of the plan that were added or amended and which statewide planning goals those sections implement, if any:

#### For a change to a comprehensive plan map:

Identify the former and new map designations and the area affected:

Change from \_\_\_\_\_ to \_\_\_\_\_ . \_\_\_\_\_ acres.  A goal exception was required for this change.Change from \_\_\_\_\_ to \_\_\_\_\_ . \_\_\_\_\_ acres.  A goal exception was required for this change.Change from \_\_\_\_\_ to \_\_\_\_\_ . \_\_\_\_\_ acres.  A goal exception was required for this change.Change from \_\_\_\_\_ to \_\_\_\_\_ . \_\_\_\_\_ acres.  A goal exception was required for this change.

Location of affected property (T, R, Sec., TL and address): \_\_\_\_\_ .

 The subject property is entirely within an urban growth boundary The subject property is partially within an urban growth boundary



**If the comprehensive plan map change is a UGB amendment** including less than 50 acres and/or by a city with a population less than 2,500 in the urban area, indicate the number of acres of the former rural plan designation, by type, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

**If the comprehensive plan map change is an urban reserve amendment** including less than 50 acres, or establishment or amendment of an urban reserve by a city with a population less than 2,500 in the urban area, indicate the number of acres, by plan designation, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

**For a change to the text of an ordinance or code:**

Identify the sections of the ordinance or code that were added or amended by title and number:

**For a change to a zoning map:**

Identify the former and new base zone designations and the area affected:

Change from	to	. Acres:
Change from	to	. Acres:
Change from	to	. Acres:
Change from	to	. Acres:

Identify additions to or removal from an overlay zone designation and the area affected:

Overlay zone designation: . Acres added: . Acres removed:

Location of affected property (T, R, Sec., TL and address):

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List affected state or federal agencies, local governments and special districts:

Identify supplemental information that is included because it may be useful to inform DLCD or members of the public of the effect of the actual change that has been submitted with this Notice of Adopted Change, if any. If the submittal, including supplementary materials, exceeds 100 pages, include a summary of the amendment briefly describing its purpose and requirements.

Amending the Salem Revised Code, Chapter 64, to include by reference the updated Morningside Neighborhood Plan, and to adopt the Goals, Policies and Generalized Land Use Map of the updated Morningside Neighborhood Plan as a component of the Salem Comprehensive Policies Plan.



COMMUNITY DEVELOPMENT DEPARTMENT

555 Liberty St. SE / Room 305 • Salem, OR 97301-3503 • (503) 588-6173 • (503) TTY 588-6353 • (503) Fax 588-6005

May 15, 2014

***Si necesita ayuda para comprender esta informacion, por favor llame 503-588-6173.***

**NOTICE OF FINAL DECISION: Ordinance No. 2-14  
Adopting the Updated Morningside Neighborhood Plan**


YOU ARE HEREBY NOTIFIED that the City Council of the City of Salem adopted Ordinance No. 2-14 at the April 28, 2014 session. Ordinance No. 2-14 adopts the updated Morningside Neighborhood Plan. The ordinance is available online at:

<http://www.cityofsalem.net/Departments/CommunityDevelopment/Planning/morningside360/Documents/CA13-08%20Council%20Ordinance%20No%202-14.pdf>

If you would like to a hard copy, please contact me as noted below.

Any person with standing may appeal the City Council's decision by filing a "Notice of Intent to Appeal" with the Land Use Board of Appeals, 775 Summer St NE, Suite 330, Salem OR 97301-1283, **not later than 21 days after May 15, 2014**. Anyone with questions regarding filing an appeal with the Oregon Land Use Board of Appeals should contact an attorney.

The complete case file, including findings, conclusions, and adopted modifications, is available for review at the Community Development Department, 555 Liberty St SE, Room 305, Salem OR 97301, during normal business hours. If you have further questions, you may contact me at the City of Salem Planning Division, 503-540-2381 or [Imanderson@cityofsalem.net](mailto:Imanderson@cityofsalem.net).

  
Lisa Anderson-Ogilvie,  
Urban Planning Administrator

**<http://www.cityofsalem.net/planning>**





1 SACP and Salem Revised Code. The MNP Update shall be the basis for the Morningside  
2 Neighborhood Association's recommendations to any city board, commission, or agency.  
3 Furthermore, the MNP Update shall be considered by staff, boards and commissions, and may be  
4 considered by the City Council. The Goals, Policies and support documents contained within the  
5 MNP Update are consistent with and supportive of the City's land use planning framework. The  
6 Generalized Land Use Map is consistent with the City's Comprehensive Plan Map designations  
7 for the Morningside Neighborhood and provides a frame of reference for the Goal and Policy  
8 statements set forth in the MNP Update. The MNP Update therefore complies with Goal 2.

9 (3) Goals 3 and 4: Agricultural and Forest Lands Goals.

10 This Goal does not apply to the MNP Update.

11 (4) Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces. To protect  
12 natural resources and conserve scenic and historical areas and open spaces.

13 MNP Update Chapter 4 (*Neighborhood Heritage*) and Chapter 6 (*Parks, Recreation and*  
14 *Open Space*) support the recognition and adaptive re-use of historic resources within the  
15 neighborhood boundary (Policies 9.1 and 9.2), enhance protections for and education regarding  
16 riparian areas (Policies 14.1 and 14.2) and encourage the acquisition of parkland and  
17 development of park facilities within the neighborhood in accordance with the City's  
18 Comprehensive Park System Master Plan (Goal 11; Policies 11.1, 11.2 and 11.3). In addition,  
19 Goal 12 and Policies 12.1, 12.2 and 12.3 promote the establishment of the trail and multi-use  
20 pathway system depicted in the Comprehensive Parks Master Plan. The MNP Update supports  
21 protections for sensitive natural resources, recognition of heritage buildings and landscape  
22 features, and enhanced and expanded parks and open space amenities, and is therefore consistent  
23 with this Goal.

24 (5) Goal 6: Air, Water and Land Resource Quality. To maintain and improve the quality  
25 of air, water, and land resources throughout the state.

26 The MNP Update encourages improved air, water and land resource quality. Chapter 7  
27 (*Sustainability and Environmental Quality*), Goal 16 and 17, and Policies 8.3, 15.1, 16.2, 16.4,  
28 16.6, 16.7 and 17.2, promote low-impact development practices that reduce pollution, improve  
29 and protect local water quality, and encourage energy efficiency and resource conservation. The  
30 MNP Update is therefore consistent with this Goal.



1           **(6) Goal 7: Areas Subject to Natural Disasters and Hazards.** To protect people and  
2 property from natural hazards.

3           This Goal does not apply to the MNP Update.

4           **(7) Goal 8: Recreational Needs.** To satisfy the recreational needs of the citizens of the  
5 state and visitors and, where appropriate, to provide for the siting of necessary  
6 recreational facilities including destination resorts.

7           The MNP Update acknowledges a significant deficit of public parkland within the  
8 neighborhood, as identified in the Comprehensive Parks System Master Plan. Chapter 6 (*Parks,*  
9 *Recreation and Open Space*), Goal 11 and Policies 11.1, 11.2 and 11.3, encourage the acquisition  
10 of parkland and development of park facilities within the neighborhood in accordance with the  
11 Comprehensive Park System Master Plan, particularly in the central and southern portions of the  
12 neighborhood. In addition, Goal 12 and Policies 12.1, 12.2 and 12.3 promote the establishment  
13 of the trail and multi-use pathway system depicted in the Comprehensive Parks System Master  
14 Plan. The MNP Update further encourages the availability of and access to recreational  
15 opportunities by promoting the inclusion of parks, playgrounds and open space in residential and  
16 mixed-use developments (Policies 2.6, 3.2 and 4.1) and emphasizing the provision of sidewalks  
17 near parks and schools (Policy 10.1). The MNP Update is therefore consistent with this Goal.

18           **(8) Goal 9: Economic Development.** To provide adequate opportunities throughout the  
19 state for a variety of economic activities vital to the health, welfare, and prosperity of  
20 Oregon's citizens.

21           MNP Update Chapter 3 (*Land Use and Urban Design*) and Chapter 9 (*Opportunity*  
22 *Areas*) convey strong support by the Morningside Neighborhood Association for business  
23 development, partnership opportunities between the Neighborhood Association and local  
24 business community, and economic growth that yields family-wage jobs to broaden and  
25 strengthen the local economic base. Chapter 9 also supports regulatory streamlining and  
26 innovative economic development programs that maintain and enhance the City's Fairview  
27 Industrial Park, located in the east-central portion of the neighborhood, as a major regional  
28 employment center (Goal 21; Policies 21.1 and 21.6), and encourages development in the  
29 industrial park that contributes to the local tax base (Policy 21.5). The MNP Update is therefore  
30 consistent with this Goal.

1           **(9) Goal 10: Housing.** To provide for the housing needs of citizens of the state.

2           A key emphasis of the MNP Update is to promote innovative residential infill design  
3 concepts and diverse housing offerings to accommodate residents of varying income levels,  
4 family types and housing preferences while preserving the suburban character of the  
5 neighborhood. Chapter 3 (*Land Use and Urban Design*), Goal 3 and Policies 3.1, 3.2 and 3.3,  
6 encourage a diverse mix of housing units, including affordable and age-in-place options, to  
7 accommodate Salem’s changing demographics and address the deficit of local affordable  
8 housing options documented in the *Salem-Keizer Housing Needs Analysis (2011)*. The  
9 Residential Development Narrative included in Chapter 3 also acknowledges that the City is  
10 currently undertaking a Statewide Land Use Goal 10 Housing Needs Analysis, and that it may be  
11 appropriate to revisit the Plan’s residential Goal and Policy statements at a later date based on the  
12 conclusions of the updated Housing Needs Analysis. Therefore, the MNP Update is consistent  
13 with this Goal.

14           **(10) Goal 11: Public Facilities and Services.** To plan and develop a timely, orderly, and  
15 efficient arrangement of public facilities and services to serve as a framework for urban  
16 and rural development.

17           The majority of the land area within the Morningside Neighborhood is served by public  
18 water and sanitary sewer services; with processes in place under Salem Revised Code (SRC)  
19 Chapter 66 (*Urban Growth Management*) to provide urban services to property located outside  
20 the City’s Urban Service Area in an orderly and efficient manner. The MNP Update proposes no  
21 changes to these procedures. Goal 19 and Policy 19.1 promote sustainable funding and equitable  
22 provision of urban services to all neighborhood residents, and Policy 24.8 encourages cost-  
23 efficient development principles and future land use patterns that support life-cycle infrastructure  
24 costs with future development in the Kuebler / I-5 Interchange Area – Northwest Quadrant  
25 (Chapter 9, *Opportunity Areas*). The MNP Update is therefore consistent with this Goal.

26           **(11) Goal 12: Transportation.** To provide and encourage a safe, convenient, and  
27 economic transportation system.

28           The Salem Area Comprehensive Plan (SACP) establishes goals and policies, and a  
29 comprehensive transportation strategy implemented through the Salem Transportation System  
30 Plan (TSP), that promotes the safe and efficient movement of goods and people, and provides



1 increased services and facilities for all modes of travel. The Goals and Policies of the MNP  
2 Update are consistent with the TSP and the transportation-related goals and policies of the  
3 SACP. The MNP Update promotes efficient travel movement and a high level of connectivity for  
4 all modes of transportation (Goal 10, Policies 10.2, 10.5, 25.4), encourages the development of  
5 safe walkable places (Goals 6, 7 and 10; Policies 4.2, 6.3, 10.1, 10.6, 10.7, 10.8, 10.9, 22.1, 24.2  
6 and 25.3), and increased availability and viability of transit and alternative transportation for  
7 neighborhood residents (Goal 10). The MNP Update also places a high priority on Level of  
8 Service (LOS) analysis in streetscape design for all transportation modes (Goal 10). Therefore,  
9 the MNP Update is consistent with this Goal.

10       **(12) Goal 13: Energy Conservation.** To conserve energy.

11       MNP Update Chapter 7 (*Sustainability and Environmental Quality*) encourages new and  
12 retrofitted development to incorporate on-site renewable power generation methods such as, but  
13 not limited to, solar photovoltaic, solar thermal, wind energy or clean back-up power supplies  
14 (Policy 16.2). In addition, Policy 16.5 encourages local employers to provide options for  
15 telecommuting, flexible non-peak hour shifts, and ride-share options for employees whenever  
16 possible. More broadly, Policy 15.1 promotes the continued advancement of Salem’s adopted  
17 Community Energy Strategy; which includes goals, objectives and actions that the City,  
18 individuals and businesses can take to reduce greenhouse gas emissions, improve energy  
19 efficiency and incorporate renewable energy into Salem area projects. Therefore, the MNP  
20 Update conforms to this Goal.

21       **(13) Goal 14: Urbanization.** To provide for an orderly and efficient transition from rural  
22 to urban land use, to accommodate urban population and urban employment inside urban  
23 growth boundaries, to ensure efficient use of land, and to provide for livable  
24 communities.

25       Through its goals and policies the MNP Update supports orderly and efficient use of land  
26 within Salem’s Urban Growth Boundary. Salem Revised Code (SRC) Chapter 66 (*Urban  
27 Growth Management*) lays out procedures for orderly and efficient development provision of  
28 urban services within Salem’s Urban Growth Boundary. The MNP Update encourages  
29 innovative residential infill strategies to maximize development potential and provide for the  
30 urbanization of Morningside’s residential lands (Policy 3.2), and supports the urbanization of

1 semi-rural *Developing Residential* lands in the Kuebler / I-5 Interchange Area – Northwest  
2 Quadrant to contribute toward meeting the City’s housing and employment needs (Goal 24).  
3 MNP Update Goal 19 and Policy 19.1 promote sustainable funding and equitable provision of  
4 urban services to all neighborhood residents, and Policy 24.8 encourages cost-efficient  
5 development principles and future land use patterns that support life-cycle infrastructure costs  
6 with future development in the Kuebler / I-5 Interchange Area – Northwest Quadrant. The MNP  
7 Update is therefore consistent with this Goal.

8 (14) Goal 15: Willamette River Greenway.

9 This Goal does not apply to the MNP Update.

10 (15) Goals 16, 17, 18 and 19: Coastal Resources Goals.

11 These Goals do not apply to the MNP Update.

12 **b. The Salem Area Comprehensive Plan**

13 The MNP Update is consistent with and supportive of the goals, policies and objectives  
14 found in the Salem Area Comprehensive Plan, as described below:

15 (1) E. Activity Nodes and Corridors: The intent of Activity Nodes and Corridors is to  
16 encourage development to orient to the pedestrian, and provide accessibility to transit  
17 services, major roads, and connectivity with the surrounding neighborhood, while  
18 accommodating the use of the automobile.

19 Activity Nodes and Corridors are typically located on or near transit routes and arterial  
20 streets, providing for a variety of land uses. Activity Nodes and Corridors may be  
21 composed of continuous, narrow bands of denser development or concentrated  
22 development, typically located near major intersections, as shown on Map #1 (Page 52).

23 The *Salem Urban Area Activity Nodes and Corridors Map* is reproduced as MNP Update  
24 Figure 3.6 and depicts three Activity Nodes and Corridors located within the neighborhood; the  
25 Commercial Street Corridor, the 12<sup>th</sup>/13<sup>th</sup> Street Corridor and the former Fairview Training  
26 Center site. MNP Update Chapter 3 (*Land Use and Urban Design*) sets forth Goals and Policies  
27 intended to promote transit and pedestrian friendly mixed-use and commercial development  
28 within the areas identified in Figure 3.6 (Goals 4, 6 and 7; Policies 4.2, 4.3, 6.1, 6.3 and 7.1). In  
29 combination, these provisions support the retrofit of existing strip-type development to include  
30 pedestrian walkways and connections within commercial parking areas, the establishment of new



1 pedestrian friendly commercial and mixed-use centers, better integration of transit into  
2 commercial development designs, and design objectives to define Morningside's commercial  
3 streetscapes as vibrant and attractive multi-modal commercial corridors. In addition, Chapter 9  
4 (*Opportunity Areas*) demonstrates the Morningside Neighborhood Association's continued  
5 support for the adopted principles and objectives of the Fairview Master Plan (Goal 23, Policies  
6 23.1, 23.2, 23.3 and 23.4), which envisions the redevelopment of the former Fairview Training  
7 Center site as an innovative, sustainable, and highly-walkable mixed-use neighborhood. The  
8 MNP Update is supportive of, and therefore consistent with, this intent statement of the  
9 Comprehensive Plan.

10 (2) B. General Development Policy 1, Citizen Involvement: Opportunities for broad-  
11 based citizen involvement in the development, revision, monitoring and implementation  
12 of the Salem Area Comprehensive Plan shall be provided by the City of Salem and  
13 Marion and Polk Counties. Where neighborhood groups have been officially recognized  
14 by the governing body, they shall be included in the planning process. To help assure  
15 citizen participation and information, public hearings shall be held prior to adoption of all  
16 land use ordinances.

17 The MNP Update is the product of collaboration and input from a diverse assemblage of  
18 property owners, residents, business operators and community stakeholders. The public  
19 engagement process included a mailer to all Morningside property owners and businesses,  
20 targeted mailings, frequent electronic mail updates, two community surveys, ten goal and policy  
21 development meetings, project updates provided at monthly Morningside Neighborhood  
22 Association meetings, a project kick-off open house, three public informational meetings,  
23 stakeholder interviews and eight neighborhood work sessions. The City conducted a public work  
24 session before the Planning Commission on August 20, 2013, to review, comment and make  
25 recommendations regarding the Plan. The four recognized Neighborhood Associations which  
26 abut the Morningside Neighborhood were notified and offered opportunities for comment during  
27 the process. The City conducted a public hearing before the Planning Commission, the City's  
28 primary committee for citizen involvement in land use matters, and an additional public hearing  
29 before the City Council. The public outreach activities, public involvement in the planning  
30 process and public hearings before the Planning commission and City Council comply with, and

1 therefore satisfy, this Comprehensive Plan policy.

2 (3) B. General Development Policy 3, Economic Growth: Economic growth which  
3 improves and strengthens the economic base of the Salem urban area should be  
4 encouraged.

5 The MNP Update conveys strong support by the Morningside Neighborhood Association  
6 for business development (Policies 5.1, 5.2 and 15.4) and partnership opportunities between the  
7 Neighborhood Association and local business community (Policy 5.4). The MNP Update also  
8 encourages economic growth that fosters family-wage jobs to broaden and strengthen the local  
9 economic base (Policies 8.1, 8.5 and 21.1). In addition, the MNP Update emphasizes maintaining  
10 the Fairview Industrial Park as a major regional employment center by streamlining regulations  
11 (Policy 21.6), and supporting development in the industrial park that contributes to the local tax  
12 base (Policy 21.5). The MNP Update is therefore consistent with this Comprehensive Plan  
13 Policy.

14 (4) B. General Development Policy 4, Energy: The City and Counties shall consider and  
15 foster the efficient use of energy in land use and transportation planning.

16 The MNP Update Chapter 7 (*Sustainability and Environmental Quality*) promotes the  
17 continued advancement of Salem's adopted Community Energy Strategy (Policy 15.1); which  
18 includes goals, objectives and actions that the City, individuals and businesses can take to reduce  
19 greenhouse gas emissions, improve energy efficiency and incorporate renewable energy into  
20 Salem area projects. In addition, Policy 16.2 encourages new and retrofitted development to  
21 incorporate on-site renewable power generation methods such as solar photovoltaic, solar  
22 thermal, wind energy or clean back-up power supplies. Further, Policy 16.5 encourages local  
23 employers to provide options for telecommuting, flexible non-peak hour shifts, and ride-share  
24 options for employees whenever possible. Policies 10.4, 23.2 and 24.11 also promote greater  
25 consideration of transit service in side and street designs, and expansion of current transit  
26 service, to enhance multi-modal transportation options for area residents. Chapter 5  
27 (*Transportation*) also places a high priority on non-single occupancy vehicle (SOV) level of  
28 service in street design and performance. Through these Goal and Policy statements the MNP  
29 Update promotes the efficient use of energy in land use and transportation planning, and is  
30 therefore consistent with this Comprehensive Plan Policy.

1 (5) B. General Development Policy 12, Development Compatibility: Land use  
2 regulations which govern the siting of any development shall encourage development to  
3 reduce its impact on adjacent properties by screening, landscaping, setback, height, and  
4 mass regulations.

5 MNP Update Policies 2.7, 2.9 and 8.2 promote context-sensitive development that  
6 respects the bulk and massing qualities and character of existing surrounding neighborhoods.  
7 Policy 8.2 also promotes the use of setbacks, landscaping and design elements to ensure the  
8 compatibility of new industrial development where it abuts existing residential land uses. The  
9 MNP Update is therefore consistent with this Comprehensive Plan Policy.

10 (6) B. General Development Policy 13, Designated Open Space: Land use regulations  
11 shall encourage public spaces, both natural and manmade for either active or passive  
12 enjoyment, including natural areas, open plazas, pedestrian malls, and play areas.

13 The MNP Update encourages the acquisition and development of park land consistent  
14 with the Comprehensive Park Master Plan to encourage the acquisition and improvement of  
15 parkland in identified underserved areas of south and central portions of the Morningside  
16 Neighborhood (Goals 11 and 12, Policies 11.1, 11.2, 11.3, 12.2, 12.3, 13.2 and 24.4). Further,  
17 Policies 2.6 and 4.1 specifically encourage new residential and mixed-use development to  
18 incorporate amenities including, but not limited to, community plazas, playgrounds, community  
19 gardens, open space tracts, pocket parks and shared-mode streets to promote active lifestyles and  
20 enhance human scale and usability in the built environment. The MNP Update is therefore  
21 consistent with this Comprehensive Plan Policy.

22 (7) E. Residential Development Goal: To promote a variety of housing opportunities for  
23 all income levels and an adequate supply of developable land to support such  
24 housing...In meeting this goal, residential development shall:

- 25 a. Encourage the efficient use of developable residential land;
- 26 b. Provide housing opportunities for Salem's diverse population; and
- 27 c. Encourage residential development that maximizes investment in public services.

28 A key emphasis of the MNP Update is to promote innovative residential infill design  
29 concepts and diverse housing offerings to accommodate residents of varying income levels,  
30 family types and housing preferences while preserving the suburban character of the

1 neighborhood. Chapter 3 (*Land Use and Urban Design*) Goal 3, Policies 3.1, 3.2 and 3.3,  
2 encourage a diverse mix of housing units, including affordable and age-in-place options, to  
3 accommodate Salem’s changing demographics and address the deficit of local affordable  
4 housing options documented in the *Salem-Keizer Housing Needs Analysis (2011)*. The  
5 Residential Development Narrative included in Chapter 3 also acknowledges that the City is  
6 undertaking a Statewide Land Use Goal 10 Housing Needs Analysis, and that it may be  
7 appropriate to revisit the MNP Update’s residential Goal and Policy statements at a later date  
8 based on the conclusions of the updated Housing Needs Analysis. Furthermore, Policies 3.1, 3.2,  
9 23.4 and 24.8 encourage the efficient use of land and development that maximizes investments in  
10 public services. The MNP Update is consistent with this Comprehensive Plan Policy.

11 (8) E. Residential Development Policy 1.f, Establishing Residential Uses: The location  
12 and density of residential uses shall be determined after consideration of the following  
13 factors;

14 e. The character of existing neighborhoods based on height, bulk and scale of  
15 existing and proposed development in the neighborhood.

16 f. Policies contained in facility plans, urban renewal plans, residential infill studies  
17 and neighborhood and specific development plans.

18 MNP Update Chapter 3 (*Land Use and Urban Design*) contains policies intended to  
19 guide the location, density and design characteristics of new and infill residential development.  
20 Policies 2.3 and 2.5 encourage development designs for new single-family and multi-family  
21 residential development that reinforce the streetscape as an inviting public space usable by  
22 motorized and non-motorized transportation modes. Policy 2.7 also promotes context-sensitive  
23 development designs adjacent to existing single-family dwellings incorporating compatible  
24 height, bulk and massing to create a cohesive visual urban form and enhance the established  
25 character of the neighborhood. The MNP Update encourages multi-family housing in locations  
26 proximate to arterial or collector streets with existing or planned transit service through Policy  
27 3.1; and Policy 3.2 is intended to supply added density and architectural variety to existing  
28 residential neighborhoods through innovative infill residential designs. The MNP Update is  
29 consistent with this Comprehensive Plan Policy.

30 (9) E. Residential Development Policy 3, Infill Development: City codes and ordinances

1 shall encourage the development of passed-over or underutilized land to promote the  
2 efficient use of residential land and encourage the stability of neighborhoods.

3 The MNP Update encourages innovative residential infill strategies to maximize the  
4 development potential of underutilized residential properties and provide for the efficient  
5 development of Morningside’s residential lands (Policy 3.2). Goal 24 also supports the  
6 urbanization of semi-rural and under developed *Developing Residential* lands in the Kuebler  
7 Blvd / I-5 Interchange Area – Northwest Quadrant to contribute toward meeting the City’s  
8 housing and employment needs. The MNP Update is therefore consistent with this  
9 Comprehensive Plan Policy.

10 (10) E. Residential Development Policy 6, Multi-Family Housing: Multi-family housing  
11 shall be located in areas proximate to existing or planned transportation corridors, public  
12 facilities and services.

13 MNP Update Chapter 3 (*Land Use and Urban Design*) implements this Comprehensive  
14 Plan Policy by encouraging multi-family housing in locations with access to arterial or collector  
15 streets with existing or planned transit service (Policy 3.1). In addition, Policies 3.1, 3.2 and  
16 23.2 emphasize the efficient use of land and development strategies that maximize investments  
17 in public services by locating higher-density residential uses near transit and existing municipal  
18 infrastructure. The MNP Update is therefore consistent with this Comprehensive Plan Policy.

19 (11) E. Residential Development Policy 9, Alternative Housing Patterns: Residential  
20 Development Patterns - Subdivision and zoning regulations shall provide opportunities  
21 for increased housing densities, alternative housing patterns, and reduced development  
22 costs. Development regulations shall promote residential development patterns that  
23 encourage:

- 24 a. The use of all modes of transportation;
- 25 b. Reduction in vehicle miles traveled and length of auto trips; and
- 26 c. Efficiency in providing public services.

27 The MNP Update supports increased residential densities, alternative housing patterns  
28 that reduce development costs and encourage the use of non-motorized transportation. Policy 2.3  
29 encourages rear or side yard parking designs for new residential development to promote the  
30 streetscape as a vibrant public space usable by all modes of transportation, Policy 3.2 encourages



1 non-traditional urban infill designs that maximize residential density and provide private  
2 neighborhood amenities on infill lots, and Policy 3.3 supports new residential development that  
3 incorporates a diversity of housing options to attract residential of varying income levels,  
4 lifestyles and housing preferences to foster complete neighborhoods. Policies 10.4 and 24.11  
5 promote greater consideration of transit service, and expansion of current services in site and  
6 streetscape design, to enhance multi-modal transportation options for area residents. Chapter 5  
7 (*Transportation*) also places a high priority on non-single occupancy vehicle (SOV) level of  
8 service in street design; which is intended to foster a built environment that encourages  
9 pedestrian safety and the use of alternative modes of transportation. The MNP Update is  
10 therefore consistent with this Comprehensive Plan Policy.

11 (12) E. Residential Development Policy 11, Urban Design: Design Standards shall be  
12 implemented to improve the quality of life of Salem’s residents and promote  
13 neighborhood stability and compatibility.

14 MNP Update Policies 2.7, 2.9 and 8.2 promote context-sensitive development that  
15 respects the bulk and massing qualities and design character of existing surrounding  
16 neighborhoods. Policy 2.3 encourages rear and side-yard parking designs for new residential  
17 development and Policy 2.5 emphasizes multi-family designs with windows and building  
18 entrances that engage the streetscape. The intent of these provisions is to reinforce neighborhood  
19 streets as active public spaces usable by pedestrians and bicyclists in addition to motorists. In  
20 addition, Policy 8.2 promotes the use of setbacks, landscaping and design elements to ensure the  
21 compatibility of new industrial development where it abuts existing residential land uses. The  
22 MNP Update sets forth urban design policies that are intended to improve quality of life,  
23 promote compatible development and reinforce community stability, and is therefore consistent  
24 with this Comprehensive Plan Policy.

25 (13) F. Mixed-Use Development Policy 2, Development: Encourage development that  
26 preserves open space.

27 The Goal and Policy statements contained in MNP Update Chapter 3 (*Land Use and*  
28 *Urban Design*) are supportive of mixed-use development that provides on-site public amenities  
29 such as plazas, parks and open space (Goal 4, Policies 4.1 and 4.3). In addition, Policies 11.3 and  
30 12.3 (Chapter 6, *Parks, Recreation and Open Space*) promote the preservation of open space

1 with mixed-use development at the former Fairview Training Center site in a manner consistent  
2 with the *Fairview Training Center Redevelopment Master Plan* (Fairview Master Plan) and the  
3 Comprehensive Park System Master Plan. The MNP Update is therefore consistent with this  
4 Comprehensive Plan Policy.

5 (14) F. Mixed-Use Development Policy 3, Priorities for Mobility and Access: Facilitate  
6 development (land use mix, density, connectivity, design, and orientation) that reduces  
7 the need for, and frequency of, SOV trips and supports public transit, where applicable.

8 The MNP Update draws from the principles of the *Fairview Master Plan* in encouraging  
9 mixed-use development that fosters walkable, sustainable and vibrant mixed-use environments.  
10 Chapter 3 (*Land Use and Urban Design*) and Chapter 9 (*Opportunity Areas*) are supportive of  
11 mixed-use development that provides on-site public amenities such as plazas, parks and open  
12 space (Goal 4, Policies 4.1, 4.3 and 23.1), in addition to a high degree of pedestrian connectivity  
13 through development sites and to adjacent properties (Policy 4.2). The MNP Update also  
14 encourages coordination between private developers and the Salem-Keizer Transit District to  
15 foster residential densities, employment uses and streetscape designs supportive of the  
16 establishment of transit service within former Fairview Training Center site as envisioned in the  
17 *Fairview Master Plan* (Policy 23.2). In addition, pedestrian, bicycle and vehicle connections are  
18 emphasized between development areas and existing and future residential and employment uses  
19 adjacent to the Fairview site (Policy 23.3). Chapter 5 (*Transportation*) also places a high priority  
20 on non-single occupancy vehicle (SOV) level of service in street design, and a built environment  
21 that encourages pedestrian safety and the use of alternative modes of transportation (Goal 10,  
22 Policy 10.4). The MNP Update is therefore consistent with this Comprehensive Plan Policy.

23 (15) F. Mixed-Use Development Policy 4, Priorities for Mobility and Access: Reinforce  
24 streets as public places that encourage pedestrian and bicycle travel.

25 MNP Update Chapter 3 (*Land Use and Urban Design*) and Chapter 9 (*Opportunity*  
26 *Areas*) are supportive of mixed-use development that provides a high degree of pedestrian  
27 connectivity through development sites and to adjacent properties (Policy 4.2). Pedestrian,  
28 bicycle and vehicle connections are specifically emphasized between mixed-use development at  
29 the former Fairview Training Center site and existing and adjacent residential and employment  
30 uses (Policy 23.3). Further, Chapter 5 (*Transportation*) places a high priority on non-single

1 occupancy vehicle (SOV) level of service in street design, and a built environment that  
2 encourages pedestrian safety and the use of alternative modes of transportation (Goal 10, Policy  
3 10.4). The MNP Update is therefore consistent with this Comprehensive Plan Policy.

4 **(16) F. Mixed-Use Development Policy 6, Design:** Develop commercial and mixed-use  
5 areas that are safe, comfortable and attractive to pedestrians.

6 The MNP Update promotes pedestrian safety in commercial mixed-use developments,  
7 and the creation of attractive and walkable urban spaces. The *Salem Urban Area Activity Nodes*  
8 *and Corridors Map* is reproduced as MNP Update Figure 3.6 and depicts three Activity Nodes  
9 and Corridors located within the neighborhood; the Commercial Street Corridor, the 12<sup>th</sup>/13<sup>th</sup>  
10 Street Corridor and the former Fairview Training Center site. MNP Update Chapter 3 (*Land Use*  
11 *and Urban Design*) sets forth Goals and Policies intended to promote transit and pedestrian  
12 friendly mixed-use and commercial (re)development within the areas identified in Figure 3.6  
13 (Goals 4, 6 and 7; Policies 4.2, 4.3, 6.1, 6.3 and 7.1). In combination, these provisions  
14 demonstrate support for development that includes pedestrian walkways and connections within  
15 commercial parking areas, the establishment of new pedestrian friendly commercial and mixed-  
16 use centers, better integration of transit into commercial development designs, and design  
17 objectives to define Morningside's commercial streetscapes as vibrant and attractive multi-modal  
18 commercial corridors. In addition, Chapter 9 (*Opportunity Areas*) demonstrates the Morningside  
19 Neighborhood Association's continued support for the adopted principles and objectives of the  
20 Fairview Master Plan, which envisions the redevelopment of the former Fairview Training  
21 Center site as an innovative, sustainable, and highly-walkable mixed-use neighborhood (Goal 23,  
22 Policies 4.3, 23.1, 23.2, 23.3 and 23.4). The MNP Update is supportive of, and therefore  
23 consistent with, this Comprehensive Plan Policy.

24 **(17) G. Commercial Development Policy 3, Redevelopment:** Redevelopment of existing  
25 shopping and service facilities should be encouraged where appropriate.

26 The MNP Update anticipates the incremental redevelopment of commercial properties  
27 along the arterial streets that bound and bisect the Morningside Neighborhood. Goals 6 and 7,  
28 and Policies 6.1, 6.2, 6.3 and 7.1, (Chapter 3 - *Land Use and Urban Design*) convey  
29 neighborhood priorities regarding the provision of pedestrian pathways, screening and urban  
30 design elements for consideration in development plans at such time that redevelopment occurs.

1 The MNP Update is therefore consistent with this Comprehensive Plan Policy.

2 **(18) G. Commercial Development Policy 4, Community Shopping and Service Facilities:**  
3 Community shopping and service facilities shall be located adjacent to major arterials and  
4 shall provide adequate parking and service areas. Land use regulations shall include  
5 provisions for siting and development which discourage major customer traffic from  
6 outside the immediate neighborhoods from filtering through residential streets.

7 The MNP Update promotes commercial development along arterial streets in addition to  
8 development designs that enhance pedestrian connectivity and integrate non single-occupant  
9 vehicle transportation modes including transit, pedestrian and bicycle users. Goals 6 and 7, and  
10 Policies 6.1, 6.3 and 7.1 are intended to provide guidance toward the revitalization of  
11 Morningside Neighborhood's commercial corridors with multi-modal improvements including  
12 the installation of marked pedestrian pathways within commercial parking areas, pedestrian  
13 connections between building main entrances and sidewalks within the street right-of-way, and  
14 better integration with existing transit service. Through Goal 10 and Policies 10.4, 10.6, 10.7 and  
15 10.9, Chapter 5 (*Transportation*) emphasizes increased connectivity and improved usability of  
16 streets by all modes of transportation. In combination, the Goals and Policies of the MNP Update  
17 promote commercial designs that minimize and discourage major customer traffic from filtering  
18 through neighborhood streets to patronize commercial developments within the Neighborhood.  
19 The MNP Update is therefore consistent with this Comprehensive Plan Policy.

20 **(19) H. Economic Development Goal: Strengthen the economic base of the Salem area**  
21 to sustain the economic growth necessary to provide adequate employment opportunities  
22 and maintain community livability.

23 Updated Neighborhood Plan Chapters 3 (*Land Use and Urban Design*), 7 (*Sustainability*  
24 *and Environmental Quality*) and 9 (*Opportunity Areas*) demonstrate a community attitude  
25 conducive to progressive and successful economic development activities, promote development  
26 that fosters family-wage jobs in the community, and support economic development activities to  
27 improve Salem's economic viability and livability (Goals 5, 8 and 21; Policies 5.1, 8.1 and 15.4).  
28 In addition, the MNP Update emphasizes maintaining the Fairview Industrial Park as a major  
29 regional employment center by streamlining regulations (Policy 21.6), and supporting  
30 development in the industrial park that contributes to the local tax base (Policy 21.5). The MNP

1 Update is therefore consistent with this Comprehensive Plan Policy.

2 **(20) H. Economic Development Policy 3, Economic Development Function:** The  
3 established economic development entities' functions within the Salem urban area should  
4 include but not be limited to:

- 5 b. The promotion of a community environment and attitude, and governmental  
6 processes which are conducive to a successful economic development program.
- 7 f. Encouraging the establishment and implementation of development standards  
8 which ensure an attractive climate for prospective industrial development.

9 MNP Update Chapter 3 (*Land Use and Urban Design*), Chapter 7 (*Sustainability and*  
10 *Environmental Quality*) and Chapter 9 (*Opportunity Areas*) include Goal and Policy statements  
11 that demonstrate a supportive community attitude toward progressive and successful economic  
12 activities. In this regard the MNP Update builds upon the objectives of the Fairview Urban  
13 Renewal Plan (2011) and promotes the creation of family-wage jobs, regulatory streamlining,  
14 and innovative economic development activities to improve Salem's economic viability and  
15 livability (Goals 5, 8 and 21; Policies 5.1, 8.1, 15.4, 21.1, 21.2, 21.3, 21.5 and 21.6). The MNP  
16 Update conveys a community attitude that promotes quality design and innovative economic  
17 development programs to foster an attractive climate for industrial development, and is therefore  
18 consistent with this Comprehensive Plan Policy.

19 **(21) I. Industrial Development Goal:** To encourage and promote industrial development  
20 which strengthens the economic base of the community and minimizes air and water  
21 pollution.

22 MNP Update Chapter 9 (*Opportunity Areas*), Goal 21 and Policies 21.1, 21.2, 21.3, 21.5  
23 and 21.6, are intended to maintain and enhance the Fairview Industrial Park, a regional  
24 employment center located along the eastern neighborhood boundary adjacent to the Union  
25 Pacific Railroad line and Salem Municipal Airport, as an economic development asset; providing  
26 diverse private investment opportunities, a fostering business investment that yields a  
27 preponderance of family-wage jobs, and contributing to the economic and social livelihood of  
28 the City of Salem. Furthermore, Policies 8.3 and 21.4 encourage water quality protection through  
29 the use of green stormwater infrastructure in all industrial development, and Policy 16.6 is  
30 intended to ensure that industrial development meets all environmental requirements and provide



1 adequate safeguards. The MNP Update is consistent with this Comprehensive Plan Policy.

2       **(22) I. Industrial Development Policy 6, Employee Services:** The zone districts shall  
3 allow appropriate on-site employee services and facilities in industrial parks.

4       MNP Update Policy 21.2 encourages limited retail and service uses to be included with  
5 new and retrofitted development in the Fairview Industrial Park to provide area employees  
6 opportunities within walking distance to fulfill functions such as eating and commerce on breaks  
7 and before and after work. The MNP Update is therefore consistent with this Comprehensive  
8 Plan Policy.

9       **(23) J. Transportation Policy 4, Multimodal Transportation System:** The transportation  
10 system for the Salem Urban Area shall consist of an integrated network of facilities and  
11 services for a variety of motorized and nonmotorized travel modes.

12       The Goals and Policies of the MNP Update support development of an integrated and  
13 multi-modal transportation network throughout the Morningside Neighborhood, with  
14 connections from and to adjacent neighborhoods, commercial and employment centers. Goal 10  
15 and Policies 10.2, 10.5 (Chapter 5, *Transportation*), and Policy 25.4 (Chapter 9 - *Opportunity*  
16 *Areas*) emphasize a high degree of street connectivity for future development in the south-central  
17 and southeastern portions of the Morningside Neighborhood that includes walkable block lengths  
18 and multiple external connections to existing transportation facilities. Goal 12 and Policies 12.1,  
19 12.2, 12.3 (Chapter 6 - *Parks, Recreation and Open Space*), and Policies 22.1, 22.2 and 24.9  
20 (Chapter 9 – *Opportunity Areas*) promote development of the trail, sidewalk and multi-use  
21 pathway systems proposed in the Comprehensive Parks System Master Plan to provide non-  
22 motorized travel options through the neighborhood and to outside destinations including the  
23 City’s downtown core. In addition, Policies 22.1, 23.2 and 23.3 (Chapter 9 - *Opportunity Areas*)  
24 encourage the expansion of transit service and integration of pedestrian and bicycle system  
25 connections with existing and proposed trails and pedestrian/bicycle amenities provided in the  
26 Fairview Industrial Park and at the former Fairview Training Center site. Further, Chapter 5  
27 (*Transportation*) calls for an increased emphasis on providing pedestrian and bicycle amenities  
28 in streetscape design throughout the Morningside Neighborhood. The MNP Update is therefore  
29 consistent with this Comprehensive Plan Policy.

30       **(24) J. Transportation Policy 5, Connectivity and Circulation:** The vehicle, transit,

1 bicycle, and pedestrian circulation systems shall be designed to connect major population  
2 and employment centers in the Salem Urban Area, as well as provide access to local  
3 neighborhood residential, shopping, schools, and other activity centers.

4 Connectivity and multi-modal travel are key transportation themes in the MNP Update.  
5 Goal 10 and Policies 10.2, 10.4, 10.5, 10.6, 22.1, 23.2, 23.3, 24.2, and 24.3 are intended to  
6 improve efficiency and safety for all transportation modes, and Policy 10.1 emphasizes on  
7 pedestrian connectivity to activity areas including schools and parks. Chapter 5 (*Transportation*)  
8 and Chapter 6 (*Parks, Recreation and Open Space*) also promote the development of the trail,  
9 sidewalk and multi-use pathway systems depicted in the Comprehensive Parks System Master  
10 Plan to provide non-motorized travel options through the neighborhood and to outside  
11 destinations including the City's downtown core. The MNP Update is therefore consistent with  
12 this Comprehensive Plan Policy.

13 (25) J. Transportation Policy 11, Decreased Reliance on the SOV: Local governments  
14 within the Salem Urban Area shall develop multimodal plans, services, and programs that  
15 decrease reliance on the SOV as the dominant means of travel...

16 The Goals and Policies of the MNP Update promote a multi-modal transportation system  
17 and are intended to decrease reliance on single occupant vehicle (SOV) travel and improve  
18 efficiency and connectivity for all transportation modes. Goals 10 and 12 (Chapter 5 -  
19 *Transportation* and Chapter 6 - *Parks, Recreation and Open Space*) also promote the  
20 development of trail, sidewalk and multi-use pathway systems to provide non-motorized travel  
21 options through the neighborhood and to destinations outside the neighborhood boundary.  
22 Policies 22.1, 23.2 and 23.3 (Chapter 9 - *Opportunity Areas*) encourage the expansion of transit  
23 service in the neighborhood and integration of pedestrian and bicycle system connections with  
24 existing and proposed trails and pedestrian/bicycle amenities provided in the Fairview Industrial  
25 Park and at the former Fairview Training Center site. In addition, Chapter 5 (*Transportation*)  
26 calls for an increased emphasis on providing pedestrian and bicycle amenities in streetscape  
27 design. Further, Goal 10 and Policies 3.1, 6.3, 23.2 and 24.11 promote enhanced access to and  
28 integration between transit service and private development. The MNP Update is therefore  
29 consistent with this Comprehensive Plan Policy.

30 (26) J. Transportation Policy 14, Transportation Safety: Local governments within the

1 Salem Urban Area shall make as a high priority the planning, design, construction, and  
2 operation of a safe transportation system for all modes of travel including minimizing  
3 conflicts between different travel modes.

4 MNP Update Policies 10.1, 10.6, 10.7, 10.8, 10.9 and 25.3 place an emphasis on  
5 improving pedestrian and driver safety and efficient traffic flow for all transportation modes.  
6 Through these policies the updated Plan prioritizes sidewalk installation within ¼ mile of schools  
7 and parks, the use of high-visibility markings at marked crosswalks and installation of curb  
8 extensions at intersections to minimize pedestrian crossing distances, in addition to sidewalk  
9 infill along Commercial Street SE. Policy 25.2 also encourages access management along  
10 Kuebler Blvd. SE between 27<sup>th</sup> Avenue SE and Interstate Highway 5. In an effort to minimize  
11 conflicts between motorized and non-motorized travel modes, Policy 6.1 also encourages the  
12 installation of marked pedestrian pathways within commercial parking areas and pedestrian  
13 connections between building main entrances and sidewalks within the street right-of-way. The  
14 MNP Update is therefore consistent with this Comprehensive Plan Policy.

15 (27) J. Transportation Policy 19, Neighborhood Livability: Transportation facilities shall  
16 be designed and constructed to: minimize noise; energy consumption; neighborhood  
17 disruption; economic losses to the private or public economy, and social, environmental,  
18 and institutional disruptions; and to encourage the use of public transit, bikeways, and  
19 walkways.

20 MNP Update Chapter 8 (*Public Facilities and Community Services*) states that adverse  
21 impacts of street construction on the neighborhood should be minimized (Policy 19.5). In  
22 addition, Goal 23 and Policy 23.4 (Chapter 9 – *Opportunity Areas*) promote street infrastructure  
23 designed according to the low-impact and environmentally sensitive development principles of  
24 the Fairview Master Plan for consideration city-wide. Chapter 10 (*Transportation*) also calls for  
25 the increased availability of transit serving the neighborhood, and increased emphasis on  
26 providing pedestrian and bicycle amenities in streetscape design. Furthermore, Chapter 6 (*Parks,  
27 Recreation and Open Space*) promotes the development of an interconnected trail, sidewalk and  
28 multi-use pathway system to provide non-motorized travel options through the neighborhood.  
29 The MNP Update promotes a transportation system that conforms with this Comprehensive Plan  
30 Policy.

1           **(28) J. Transportation Policy 25, Airport Compatibility:** Land uses around McNary  
2           Airport shall be required to provide an environment compatible with the airport and its  
3           operation which will not be adversely affected by noise and safety problems.  
4           Appropriate development regulations shall be adopted as the City of Salem identifies  
5           suitable technical and procedural measures.

6           Portions of the southeast corner of the Morningside Neighborhood are located within the  
7           Federal Aviation Administration (FAA) designated approach corridor for Salem Municipal  
8           Airport Runway 34. To foster an environment that is compatible with airport operations, MNP  
9           Update Policy 24.6 encourages future development within the approach corridor to be consistent  
10          with FAA guidelines for land use and noise compatibility in this area. The MNP Update is  
11          consistent with this Comprehensive Plan Policy.

12          **(29) K. Open Space, Parks and Recreation Policy 1, Park Acquisition and Development:**  
13          Public parks shall be acquired and developed as recommended by the Comprehensive  
14          Park System Master Plan. Early acquisition of park sites shall be considered in  
15          anticipation of future needs and to minimize land costs as described in the Urban Growth  
16          Management Program.

17          The MNP Update acknowledges a significant deficit of public parkland within the  
18          neighborhood, as identified in the Comprehensive Park System Master Plan. Chapter 6 (*Parks,*  
19          *Recreation and Open Space*) encourages the acquisition of parkland and development of park  
20          facilities within the neighborhood in accordance with the Comprehensive Park System Master  
21          Plan (Goal 11; Policies 11.1, 11.2 and 11.3). In addition, Goal 12 and Policies 12.1, 12.2 and  
22          12.3 promote the establishment of the trail and multi-use pathway system depicted in the  
23          Comprehensive Parks System Master Plan. The MNP Update further encourages the availability  
24          of and access to recreational opportunities by promoting the inclusion of parks, playgrounds and  
25          open space in residential and mixed-use developments (Policies 2.6, 3.2 and 4.1) and  
26          emphasizing the provision of sidewalks near parks and schools (Policy 10.1). The MNP Update  
27          is therefore consistent with this Comprehensive Plan Policy.

28          **(30) K. Open Space, Parks and Recreation Policy 3, Recreation:** Private and public  
29          sectors should look for opportunities to meet park facility needs through cooperative  
30          agreements. The City shall provide the foundation for private programs or facilities,

1 volunteers, and other appropriate methods to supplement and extend the City's resources  
2 in developing and maintaining the park system.

3 MNP Update Chapter 6 (*Parks, Recreation and Open Space*) support opportunities for  
4 private and public sector partnerships to meet park facility needs and enhance the role of park  
5 amenities in the community. Policies 12.1, 12.2 and 12.3 promote engagement of private  
6 landowners by the Morningside Neighborhood Association and City of Salem to obtain access  
7 rights and/or broker acquisitions to enhance park and open space amenities in the Morningside  
8 Neighborhood. In addition, Policies 14.2 and 17.2 promote partnership opportunities with non-  
9 governmental organizations in organizing educational events, riparian restoration activities and  
10 tree planting efforts on public parkland. The MNP Update is therefore consistent with this  
11 Comprehensive Plan Policy.

12 **(31) K. Open Space, Parks and Recreation Policy 7, Riparian Related:** The development  
13 of uses relating to the Willamette River and area streams for recreation and scenic  
14 enjoyment should be encouraged.

15 Chapter 6 (*Parks, Recreation and Open Space*) of the MNP Update sets forth Policies  
16 intended to enhance public access to and enjoyment of streams and tributaries within the  
17 Morningside Neighborhood. Policies 12.1, 12.2 and 12.3 specifically advocate for the  
18 development of the off-street trail and multi-use pathway system adjacent to the principal forks  
19 of Pringle Creek as identified in the Comprehensive Park System Master Plan. The MNP Update  
20 is therefore consistent with this Comprehensive Plan Policy.

21 **(32) N. Scenic and Historical Areas, Natural Resources and Hazards Policy 4, Drainage**  
22 **Courses:** Storm water storage facilities shall be located, designed, and maintained in  
23 accordance with the Storm Water Master Plan and the Comprehensive Parks System  
24 Master Plan in order to facilitate joint use of such facilities to the extent possible.

25 MNP Update Chapter 6 (*Parks, Recreation and Open Space*) encourages the use of  
26 public parkland to enhance riparian corridor buffers, which is anticipated to minimize  
27 impervious surfaces adjacent to waterways in some locations, improve stream health and  
28 increase riparian corridor water storage capacity (Goal 14 and Policy 14.1). The MNP Update  
29 also encourages the use of *green* street, stormwater and utility infrastructure designs (Policies  
30 8.4, 16.4 and 23.4), which is consistent with and complementary to the policies, objectives and



1 recommendations of the Storm Water Master Plan and Comprehensive Park System Master  
2 Plan. The MNP Update is therefore consistent with this Comprehensive Plan Policy.

3 **Section 2.** The Morningside Neighborhood Plan, Adopted June 11, 1984, is hereby rescinded in  
4 its entirety and replaced with the “Morningside Neighborhood Plan,” as set forth in “Exhibit 1,”  
5 which is attached hereto and incorporated herein by reference.

6 **Section 3.** SRC 64.005(g)(8) is amended to read as follows:

7 “Morningside Neighborhood Plan, adopted by by Ordinance No. 67-84, enacted June 11,  
8 1984; and repealed and replaced by Ordinance No. 2-14, enacted April 28, 2014.”

9 **Section 4.** The Goals, Policies and Generalized Land Use Map of the Morningside  
10 Neighborhood Plan adopted by Section 2 of this ordinance are hereby made a Component of the  
11 Salem Area Comprehensive Plan.

12 **Section 5.** The portions of the Morningside Neighborhood Plan adopted by Section 2 of this  
13 ordinance other than the Goals, Policies and Generalized Land Use Map are hereby made  
14 Support Documents of the Salem Area Comprehensive Plan.

15 **Section 6. Severability.** Each section of this ordinance, and any part thereof, is severable, and if  
16 any part of this ordinance is held invalid by a court of competent jurisdiction, the remainder of  
17 this ordinance shall remain in full force and effect.

18 **Section 7. Effective Date.** This ordinance shall be effective on May 28, 2014.

19 PASSED by the City Council this 28<sup>th</sup> day of April, 2014.

20 ATTEST:

21 

22 City Recorder

23 Approved by City Attorney:   
24 \_\_\_\_\_

25  
26 Checked by: L. Anderson-Ogilvie

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28  
29  
30



Homes • Jobs • Environment • Parks • History • Schools • Transportation • Services

# Morningside Neighborhood Plan

Salem, Oregon  
December 17, 2013  
DRAFT

ACKNOWLEDGEMENTS

Salem City Council

Anna Peterson (Mayor)

Warren Bednarz  
Chuck Bennett  
Rich Clausen  
Dan Clem

Diana Dickey  
Brad Nanke  
Laura Tesler  
Sheryl Thomas

Salem Planning Commission

Sheronne Blasi  
David Fox  
Rich Fry  
Sharon Guyer

James Lewis (Chair)  
Jean Palmateer  
David Williams

Morningside Neighborhood Executive Board

Janet Bubl  
Lloyd Chapman  
McKenzie Farrell  
Larry George (through May '13)  
Sam Hall  
Tina Hansen  
Geoffrey James  
Robert Krebs  
Keith Kueny  
Michael Lindley

Alan Meyer  
Muriel Meyer  
Chap Milbank  
Mike Mitchell  
James Santana (through July '12)  
Pamela Schmidling (Chair)  
Tony Soren (through Nov. '11)  
Alan Tocchini  
Bennie Yows

Citizen Participants

Marcus Berlin  
Jason Brandt  
Rep. Kevin Cameron  
Nacole Cavette  
Justin Cavette  
Steve Dickey  
John Drager  
Justin Ego  
Pastor Ken Engelking  
Mike Erdmann  
Lee Floyd  
Randy Floyd  
Roy Hall  
Matt Harrell  
Levi Herrera-Lopez  
Kenneth Hetsel

Hollis Hilfiker  
Jackie Hilfiker  
Craig Hobbs  
Carol Jones  
Ken Karnosh  
Claire Kilbrew  
Jeffrey Knapp  
Jeff Leach  
Tracy LeFebure  
Doug Lethin  
Melissa Lindley  
Joan Lloyd  
Jill Loewen  
Julie Mather  
Paul Mather  
Nancy McDaniel

## MORNINGSIDE NEIGHBORHOOD PLAN

Leah McMillan  
Susan Mead  
Tami Meyers  
Judith Moore  
Eldo Murphy  
Janet Murphy  
Tony Nielsen  
Murray C. Nunn  
Robert Nunn  
Bob Petersen  
E.T. Roberts  
Alan Roodhouse  
Parviz Samiee  
Paul Schaffer  
Viola Schaffer  
Mary Schmidgall

Chuck Sides  
Julie Singer  
James Sinks  
Grace Smith  
Guy Sparkman  
Earl Strausbaugh  
Bob Tompkins  
John Trelstad  
Sandie Trelstad  
Bob Tribotti  
Jeffrey Tross  
Deb Vaughn  
Steve Ward  
Dick Werder

### Barney & Worth, Inc.

Libby Barg, Senior Associate  
Toni Flitcraft, Research Associate  
Clark Worth, Principal

### City of Salem

Vickie Hardin Woods, Director, Community Development Department (ret. June '13)  
Glenn Gross, Urban Planning Administrator / Interim Director, Community Development  
Jason Richling, Project Manager, Planner II

### *Other Contributing Staff*

Mark Bechtel, Parks and Transportation Services Manager  
Barry Buchanan, Senior Utilities Planning Engineer  
Robin Bunse, Engineering Technician  
Jill Corcoran, Economic Development Project Coordinator  
Kimberli Fitzgerald, Senior Historic Planner  
Patricia Farrell, Natural Resources Specialist  
Alan Kessler, Technology Support Analyst  
Judith Johnduff, Transportation Planner  
Nitin Joshi, Water and Environmental Resources Manager  
Keith Keever, Parks Superintendent  
Ralph Lambert, Senior Project Manager  
Tony Martin, Assistant City Traffic Engineer  
Lyle Misbach, Development Services Engineer  
Jon Nottage, Stormwater Quality Supervisor  
Clifton Serres, Assistant City Engineer  
Julie Warncke, Transportation Planning Manager  
Andrew Wilch, Housing Administrator

## MORNINGSIDE NEIGHBORHOOD PLAN

### Mid-Willamette Valley Council of Governments

Leslie Hegewald, GIS Analyst

### Oregon Department of Transportation

Dan Fricke, Senior Transportation Planner  
James T. (Tim) Potter, Area 3 Manager

### Pringle Creek Community

Margaret GanderVo, Manager  
Jane Poznar



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## Appendices

## Chapter 1 - INTRODUCTION

### PURPOSE

The purpose of the Morningside Neighborhood Plan (Plan) is to communicate a broad range of issues that are important to the neighborhood, and to provide detailed goals, policies and recommendations to guide and inform decisions affecting the neighborhood with regard to livability, land use, development, public facilities and economic growth. The Morningside Neighborhood Plan is the product of collaboration and input from a diverse assemblage of property owners, residents, business operators and community stakeholders. The neighborhood planning process was widely advertised and provided substantial opportunity for interested parties to participate at all stages of plan development. The Plan is intended for use by all those who have interest in the character, livability and future development of the Morningside Neighborhood, including but not limited to local officials; development interests; state, county, regional and federal agencies; business operators; neighborhood and community groups and citizens of all backgrounds.

*"Never doubt that a small group of thoughtful, committed, citizens can change the world.*

*Indeed, it is the only thing that ever has."*

*-- Margaret Mead*

The goals, policies and generalized land use map of the Morningside Neighborhood Plan are components of the Comprehensive Plan, and the neighborhood plan serves as the guiding document for the neighborhood association's recommendations to City boards, commissions or outside agencies. Likewise, the neighborhood plan shall be taken into account by City boards, commissions and agency staff in making any decision or recommendation which would affect the Morningside Neighborhood. The City Council may consider the neighborhood plan before making any final decision as to the acquisition, construction or improvement of public facilities in the neighborhood.

### RELATIONSHIP TO THE COMPREHENSIVE PLAN

The goals, policies and generalized land use map contained herein are components of the Comprehensive Plan. Pursuant to Salem Revised Code (SRC) 64.320, only the goals and policy statements in a neighborhood plan and generalized land use map may be considered for adoption as components of the Comprehensive Plan. Portions of the neighborhood plan other than goal and policy statements may be adopted as supporting documents. Adopted components shall be consistent with the Comprehensive Plan Map, Comprehensive Policies Plan and the statewide planning goals. Specific recommended actions as to land use or public improvements are not adopted as part of the Comprehensive Plan but are intended to be considered in making subsequent legislative land use decisions affecting the neighborhood. In the

## MORNINGSIDE NEIGHBORHOOD PLAN

event of any conflict between an adopted neighborhood plan and the statewide planning goals, the Comprehensive Plan or the SRC; the statewide planning goals, the Comprehensive Plan or the SRC shall control.

### PLAN ORGANIZATION AND OVERVIEW

The Morningside Neighborhood Plan has been created by Morningside residents, property owners, business operators and community stakeholders. It details goals and policies that define and shape the Morningside Neighborhood, and it recommends specific projects and other actions to accomplish the unique vision for the future envisioned in this Plan.

The Morningside Neighborhood Plan contains the following chapters:

1. Introduction
2. Neighborhood Vision and Profile
3. Land Use and Urban Design
4. Neighborhood Heritage
5. Transportation
6. Parks, Recreation and Open Space
7. Sustainability and Environmental Quality
8. Public Facilities and Community Services
9. Opportunity areas
10. Generalized Land Use Map
11. Conceptual Land use Map

Chapters 1 and 2 provide background, purpose and contextual information regarding the Morningside Neighborhood. Chapters 3 through 9 are comprised of goals, policies and recommended actions relevant to the identified topic areas and are intended to implement the community vision statement.

### TERMS

For the purposes of the Morningside Neighborhood Plan, the terms 'Goal,' 'Policy' and 'Recommended Action' are defined in the following way:

- **GOAL**  
A goal is a general statement indicating the neighborhood's desired end, and it represents a stated value toward which effort is directed for achievement.
- **POLICY**  
A policy is a strategic statement toward a definite course or method of action from among alternatives and in light of given conditions to guide and determine present and future decisions.

#### *Obligation:*

*Goal and policy statements contained in the neighborhood plan are consistent with the Comprehensive Plan and statewide land use planning goals. Neighborhood plan goals and policies, in concert with the adopted generalized land use map, shall be the basis for the neighborhood*

## MORNINGSIDE NEIGHBORHOOD PLAN

*association's recommendations to any City board, commission, or agency, and likewise shall be considered by City boards, commissions and agency staff in making any decision or recommendation which would affect the Morningside Neighborhood.*

- **RECOMMENDED ACTION**

A recommended action is a statement that summarizes a specific project or that is important to the Morningside Neighborhood. Recommended actions also refer to specific projects, standards or courses of action the community desires the City, Morningside Neighborhood or other parties to take in regard to specific issues.

*Obligation:*

*Recommended actions represent specific recommendations as to land use or public improvements and are not adopted as part of the Comprehensive Plan, but may be considered in making subsequent legislative land use decisions affecting the Morningside Neighborhood.*

*The listing of the recommended actions in the Plan does not obligate the City to accomplish them. Neither do the recommended actions impose obligations on applicants who request amendments or changes to the Comprehensive Plan or its neighborhood plan components. However applicants for development are encouraged to incorporate applicable recommended actions into projects located within the Morningside Neighborhood.*

- **OPPORTUNITY AREA**

Opportunity areas are local areas of regional significance within the Morningside Neighborhood that are key focal points for growth and community vitality in the community. The Plan identifies three opportunity areas: 1) the Fairview Commerce Center, 2) the former Fairview Training Center site, and 3) the Kuebler Blvd. / I-5 Interchange – Northwest Quadrant. Goals, policies and recommended actions relevant to opportunity areas are intended to provide focused input relevant to a limited geographic area and inform future development decisions affecting these community resources.

## STRUCTURE AND HIERARCHY

The Morningside Neighborhood Plan is formatted into topic-specific chapter divisions for the purposes of plan structure and organization. Such divisions are not mutually exclusive, and a specific activity or use of land may be considered with regard to any applicable goal or policy statement contained within the Plan. For hierarchical purposes, goal and policy statements from one or more topic-specific chapters, except those statements specific to identified opportunity areas (Chapter 9), shall be considered at the same level. Within identified opportunity areas, the goal and policy statements of the specific opportunity area shall be considered in concert with, and in the case of conflict, supersede applicable statements contained elsewhere within this Plan.

### NEIGHBORHOOD PLANNING PROCESS

#### BACKGROUND

The first Morningside Neighborhood Plan was adopted by the City Council as a detailed plan of the Salem Area Comprehensive Plan on June 11, 1984. The 1984 plan was based in part on goals and policies developed by the Morningside Executive Board in 1981 that were intended to provide a framework for Executive Board responses to the Planning Commission and City Council on land use issues as outlined in the bylaws. Subsequently, the Morningside Neighborhood Executive Board prepared updates to the original neighborhood plan in 1994 and 2004. However, due to City budgetary constraints, the 1994 and 2004 versions of the plan were not taken forward for consideration by the City Council.

#### MORNINGSIDE 360°

In the summer of 2011, the Morningside Neighborhood Association and the City of Salem partnered to update the Morningside Neighborhood Plan to capture the community's priorities for the future. The current update to the Morningside Neighborhood Plan was developed through a planning and engagement process known as *Morningside 360°* by multiple stakeholders representing the Morningside Neighborhood Association, residents, property owners, business operators, community organizations and other interested persons.



#### *Working Group:*

An informal project Working Group was convened, which consisted of members of the Morningside Neighborhood Association Executive Board and Morningside residents. The structure of the Working Group was that of a 'core' group and a group of fluctuating participants varying by topic area, level of interest and availability.

#### *Community Engagement:*

The community was engaged throughout the *Morningside 360°* process. An outreach consultant, Barney & Worth, Inc., was retained for the purposes of project branding, developing an effective community engagement plan, and designing outreach materials for the project. Overall, the project has involved input from over 100 Morningside residents, property owners, business operators, community stakeholders, City staff and agency partners. The *Morningside 360°* public outreach activities are summarized below:

- **Postcard Mailer:** A postcard mailer was developed and delivered via standard U.S. to all Morningside property owners and businesses to announce the September 28, 2011 project kick-off meeting and to

## MORNINGSIDE NEIGHBORHOOD PLAN

provide information on how to become involved in the *Morningside 360°* planning effort. A digital version of the post card was also distributed via email to Morningside resident and business email addresses provide by the City's Neighborhood Enhancement Division.

- Project Website: A city-hosted *Morningside 360°* webpage was created and updated with project materials, including meeting notes, background materials, upcoming meeting dates and times, project contacts, and information on how to be involved in the neighborhood planning process.
- Email Updates: Notifications for all *Morningside 360°* meetings, public open houses, Neighborhood Association meetings and document updates were regularly distributed via email to citizen participants, area businesses, the Salem Area Chamber of Commerce, members of the development community, outside agencies, community organizations and other interested parties.
- Community Surveys: Two community surveys were deployed during the early project stages. The first was distributed in hard copy during the September 28, 2011 kickoff meeting and online thereafter, and it focused on identifying neighborhood priorities, strengths and opportunities, and additional ideas regarding public outreach. The second survey was made available online in late 2011 for the purpose of prioritizing the large number of community comments received at the time regarding Parks, Recreation and Open Space. Results of the surveys were provided to the Working Group and made available to the public.
- Goal and Policy Development Meetings: Ten community meetings were held between November 2011 and April 2012 to gather input from the project Working Group and the public on topics including: the general structure and content of the Plan; housing and neighborhood heritage; parks, open space and connectivity; the Salem Transportation System Plan, commercial zones; Kuebler/I-5 Interchange Area – NW Quadrant; Fairview Industrial Park; the former Fairview Training Center site; and natural resources. Meeting discussions were facilitated by City staff and the Morningside Neighborhood Chair, and they were informed by input from and/or presentations by key staff and outside agency representatives with particular expertise regarding the topics areas.
- Neighborhood Association Meetings: Updates regarding the *Morningside 360°* project were provided at each of the Morningside Neighborhood Association's monthly meetings since September 2011. Monthly Neighborhood Association meetings were also utilized for the purpose of obtaining a vote of the Morningside Neighborhood Board on policy issues and project milestones throughout the development of the Plan.



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- Targeted Mailings: Due to the conceptual land use changes that the Plan envisions in the Kuebler/I-5 Interchange Area, NW Quadrant, two targeted mailings were conducted to notify area property owners, business operators and community stakeholders within the focus area regarding upcoming meetings where the Kuebler/I-5 Interchange Area, NW Quadrant would be discussed, and to solicit their input, opinions and perspectives.
- Public Open House/Informational Meetings: Four public open houses/informational meetings, including the project kickoff meeting and three public informational meetings, were held at centrally-located and transit-accessible venues in the Morningside Neighborhood during the early evening hours to encourage attendance and convenience for neighborhood residents, property owners, business operators and other stakeholders.
- Social Media: The *Morningside 360°* project utilized social media for community outreach through the use of Facebook and Twitter. Profiles for the project were provided on the social media sites, which were updated with meeting information, project updates and relevant or interesting web links.
- Print Media: The *Morningside 360°* project kickoff and public informational meetings were publicized in press releases issued by the City and posted on the City's website homepage. The project was also featured in the City's February 2012 'Community Connection' newsletter and has been the subject of several 'South Salem Community' blog posts in the Statesman Journal.
- Stakeholder Interviews: Twelve stakeholder interviews were conducted during the spring of 2012 designed specifically to engage and solicit comments from Morningside businesses, owners of underdeveloped properties, members of the development community and community organizations.
- Neighborhood Plan Work Sessions: Eight neighborhood plan work sessions were conducted in December 2012 and October 2013 to review and refine elements of the draft Plan. All comments were considered, and changes to the draft Plan were authorized by a majority vote of work session participants and Working Group members.

A draft version of the Plan was made available for review and comment by all Morningside residents, property owners, business operators and community stakeholders on November 28, 2012. After considering comments and suggestions submitted by interested parties, the Plan was endorsed by the Neighborhood Association on July 10, 2013 and forwarded to the Planning Commission for its consideration. The City Council adopted the Plan by legislative amendment on [DATE].

## Chapter 2 – NEIGHBORHOOD VISION AND PROFILE

### VISION

The goals, policies and recommended actions envisioned in this Plan are intended to transform Morningside into a locus of innovative, vibrant and socially-responsible development in the Salem area while supporting its role as a vital regional employment center.

A realized vision will promote economic and social prosperity through local job creation, quality and value-added development, environmentally sensitive and pedestrian-oriented urban design, and increased opportunities for active living. This vision includes renewed vitality of the Fairview Industrial Area as a critical employment center, continued community support for the sustainability concepts established in the Fairview Master Plan, and an updated focus for the NW Quadrant of the Kuebler/I-5 Interchange Area. The Plan also promotes an interconnected system of sidewalks, bike paths and off-street multi-use pathways providing safe connections to all areas of the neighborhood.



Other signature components of this vision are revitalization of Morningside's commercial corridors and innovative residential design concepts to diversify Morningside's residential offerings and foster complete neighborhoods, welcoming residents of varying income levels, lifestyles and housing preferences while preserving the suburban character of the neighborhood. New housing will be woven into the existing residential fabric and retrofit the neighborhood's urban form to reinforce and engage the streetscape as an active public space while minimizing potential impacts on adjacent residential-zoned properties. There will also be successful neighborhood commercial centers and corridors with shops, cafes and services that meet local needs and draw people from other neighborhoods, a strong commitment to local schools and businesses, and convenient access for users of all modes of transportation.

### PROFILE

The Morningside Neighborhood is a large and diverse neighborhood positioned at an urban ecotone between denser, more intensive development in the city's downtown core to the north and grading into lower-density suburban residential development patterns characteristic of much of South Salem. The neighborhood is approximately 1,774 acres (2.77 square miles) in area, excluding street rights-of-way. Morningside is an integrated community with shopping, dining, places of worship, a regional employment center, recreation opportunities and transit service within close proximity to one another. The overall development pattern of



## MORNINGSIDE NEIGHBORHOOD PLAN

the Morningside Neighborhood fosters a sense of convenience, spaciousness and potential. Several significant undeveloped and under-developed areas are located within the boundaries of the Morningside Neighborhood, including the area identified as the Northwest Quadrant of the Kuebler/I-5 Interchange Area and the 275-acre former Fairview Training Center properties.

The Morningside Neighborhood Association is the recognized community organization representing the interests of the Morningside Neighborhood and is an established and influential neighborhood advocacy group. The Morningside Neighborhood Association was recognized in August 2012 with the City's Outstanding Neighborhood Association Award for its work toward the update of this Plan and leadership in emergency preparedness through the local Community Emergency Response Team (CERT) program.



### LOCATION

The Morningside Neighborhood is bound on the north generally by the southern line of the lots fronting on the south side of Vista Avenue SE between Commercial Street SE and Bluff Drive SE and by the centerline and centerline extended of McGilchrist Street SE between 12<sup>th</sup> Street SE and the Union Pacific Railroad tracks, and on the south by the centerline of Kuebler Boulevard SE. The west neighborhood boundary is formed by the centerline of Commercial Street SE and the west line of properties fronting on the west side of 12<sup>th</sup> Street SE between Vista Avenue SE and McGilchrist Street SE. To the east the neighborhood is bound by the Union Pacific Railroad tracks and Interstate Highway 5 (Figure 2.1).

### PHYSICAL ENVIRONMENT

The topography of Morningside varies between 180 and 215 feet along Pringle Creek near the eastern neighborhood boundary, rising toward the south and west to elevations of 450 and 500 feet along a system of broad broken ridges running northwest to southeast along the central portion of the neighborhood. To the west of the central ridges, elevations decrease slightly to between 300 and 400 feet along Commercial Street SE.

The neighborhood is bisected roughly southwest to northeast by perennial and intermittent portions of Clark Creek in the north, Pringle Creek in the center, and the West Middle Fork of Pringle Creek in the south. Clark Creek Park, Leslie Middle School and a network of city-owned wetlands adjacent to Fairview Industrial Drive provide public access to the riparian corridors of Clark and Pringle Creeks, while several significant riparian areas in the southern-central portion of Morningside are held in private ownership on large undeveloped or under-developed parcels.

MORNINGSIDE NEIGHBORHOOD PLAN

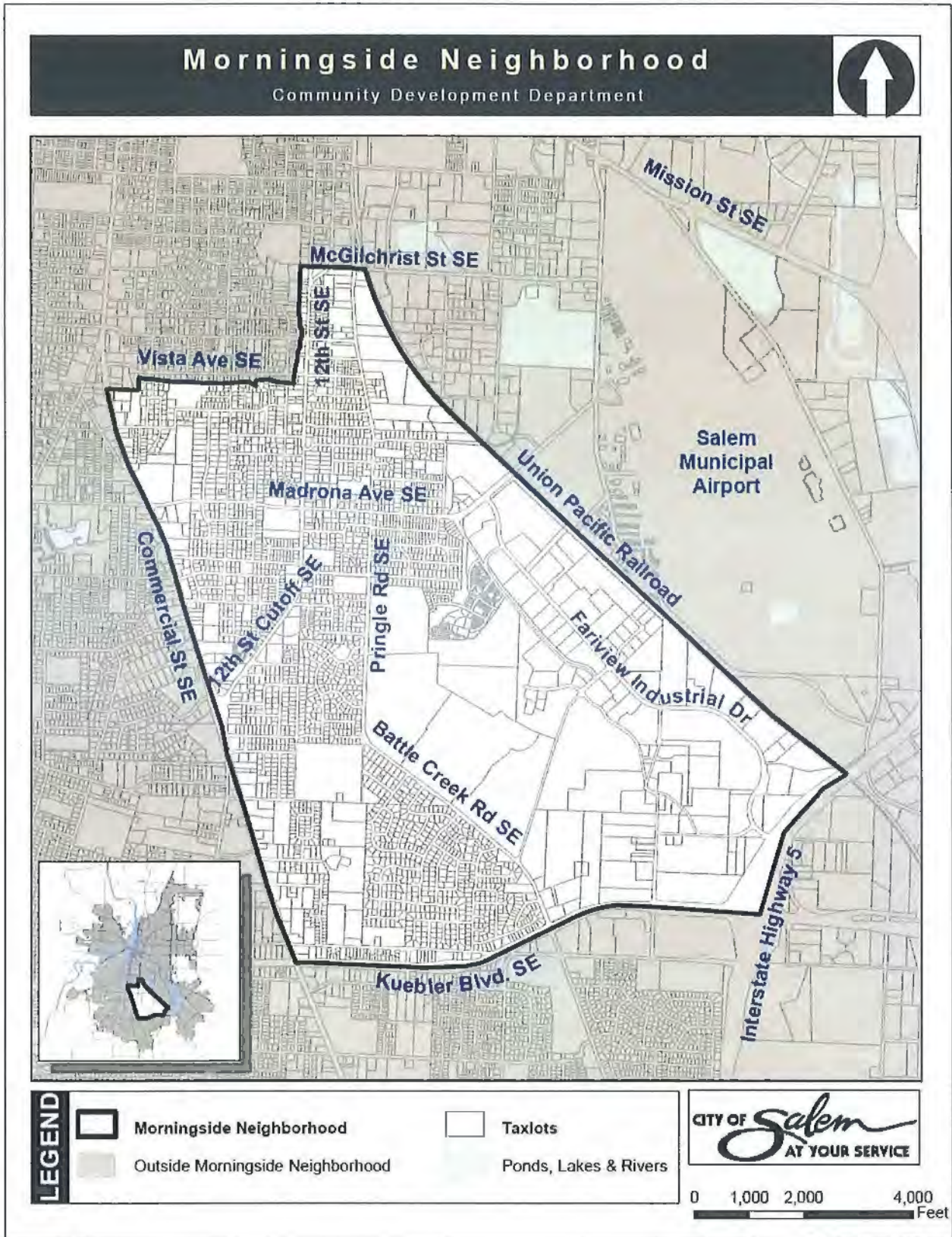


Figure 2.1: Morningside Neighborhood



### NEIGHBORHOOD HISTORY

The Morningside Neighborhood takes its name from the Morningside Addition (Figure 2.2), a narrow subdivision of 157 parcels extending from Judson Street (just south of Hoyt) to Pringle Creek beyond Oak Hill. The subdivision was filed by the Salem Motor Railway Corporation in April of 1893, with E. Parkhurst as President and F. N. Derby as the Secretary. The company was in the process of expanding its electric trolley system out 12<sup>th</sup> Street to Hoyt Street. An early 1894 edition of the Statesman Journal indicated that "The Salem Motor Railway Corporation now has tracks laid out to the Morningside Addition."

The Morningside Addition was initially platted as a two-block-wide subdivision from Judson Street to Heather Lane on the west side of 12<sup>th</sup> Street. The lots in this section varied from 4,000 to 8,000 square feet in area and would have been located closest to the trolley line. From Heather Lane to Oakhill Avenue, the Morningside Addition stretched from east of Peck Street to Pringle Road, with the parcels being described as 5- and 10-acre outlots.

Through the 1880's, Salem grew slowly, and the city limits did not extend south of today's Bush's Pasture Park. However, in 1889, the Thomas Kay Woolen Mill (now Mission Mill) was completed, and trolleys began to spread in all directions. Within a year, electric trolleys replaced the initial horse trolley, and two companies built competing systems. Developers who financed these systems also owned the subdivisions into which the trolleys ran. Although the trolleys never broke even, profits were made on the sale of lots.

Further to the south and west, fruit farms dominated what would become the bulk of the Morningside Neighborhood, which were later characterized by 5- and 10-acre subdivisions created in the early 20<sup>th</sup> century. The Fabritus Smith donation land claim was divided into many small lots, along with the original claim of the Ewald family. Other early claims in the neighborhood included Holman, Pringle, Strong, Waldo and Davidson. The current Madrona Street was initially called Strong Road. The farms raised a variety of fruit, including apples, cherries and prunes. Some of the original orchard trees remain throughout the neighborhood, with notable examples located at Clark Creek Park.

The original boundary of the city in 1862 extended as far south as Mission Street and Hines Street. It wasn't until 1903 that additional land was added to the city, extending the city limits south to Hoyt Street. The most northerly portions of the

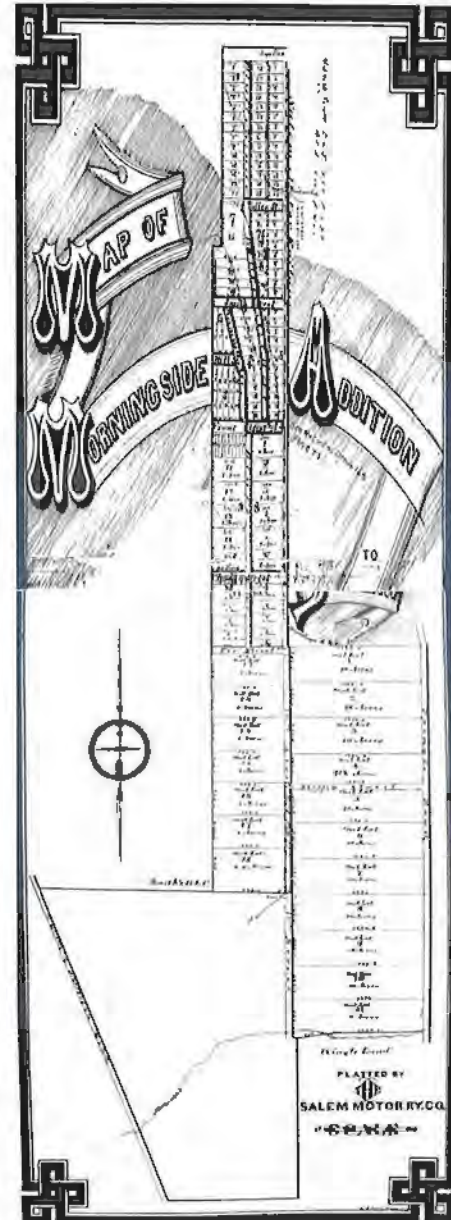


Figure 2.2: Morningside Addition  
circa 1893

Source: Marion County Public Works

## MORNINGSIDE NEIGHBORHOOD PLAN

Morningside Neighborhood did not become part of the city until the late 1950's and early 1960's. The bulk of the Morningside Neighborhood was annexed to the city between 1958 and 1988, with the most recent additions annexed in July of 1990. Portions of the neighborhood that were developed prior to annexation to the City of Salem can generally be identified by a lack of sidewalks. The Morningside Neighborhood is currently home to approximately 1,051 structures 50 years or older. Among these are two designated Local Landmarks, the Leslie Methodist Parsonage and the Dr. W. Carlton Smith House, located at 1305 and 1335 Cannon Street SE respectively.

Interest in a neighborhood association in the Morningside area began in early 1975 during hearings for a planned unit development on 12th Street. A group of Morningside residents maintained that interest and met again in November 1975 to form a steering committee to work toward the development of a neighborhood association. This steering committee organized general neighborhood meetings in January and February 1976 to elect a board of directors. The board subsequently requested and received official City recognition as Salem's thirteenth neighborhood association on April 19, 1976.

### DEMOGRAPHIC CHARACTERISTICS

As of the 2010 Decennial Census, the population of the Morningside Neighborhood was 8,776, or roughly 5.6% of the total population of the City of Salem (154,637). Using 2010 Census categories, the demographic makeup of the Morningside Neighborhood is summarized in Table 2.1. According to the 2010 Census data, the population of the Morningside Neighborhood is gradually aging and more ethnically diverse, with the population of persons under the age of 18 declining by 7.5% between 2000 and 2010, and the number of persons identifying themselves as *Other Race Alone*, *Black Alone* and *Native Hawaiian/Other Pac. Islander Alone* increasing by 31%, 175% and 200% respectively during the same time period. The 2010 Census also collected data regarding ethnicity. Of the 8,776 persons residing in Morningside in 2010, 982 people or 11.2% identified themselves as being Hispanic or Latino, representing an increase of 51% over the number of Morningside residents who identified themselves similarly in the 2000 Census.

### SCHOOLS

The Morningside Neighborhood is home to one public elementary school (Morningside Elementary School) and one public middle school (Leslie Middle School), which together enroll approximately 1,136 students (SKSD Enrollment Report, March 2013). In addition, there are two private elementary schools located within the south and central portions of the neighborhood.



## MORNINGSIDE NEIGHBORHOOD PLAN

Table 2.1

Morningside Neighborhood	2000	2010
Population	8,495	8,776
% of Salem Population	6.2	5.9
% Population Under 18	26.5	24.4
% White Alone	88.3	84.4
% Other Race Alone	3.9	5.1
% Two or More Races	3.4	4.3
% Black or African American	0.8	2.2
% Asian Alone	2.0	1.9
% Native American & Other Pacific islander	0.3	0.9
% Hispanic Origin*	7.4	11.2
Total Housing Units	NA	3,824
Total Occupied Housing units	NA	3,541

Source: US Census Bureau

\* Regardless of race

### ZONING AND LAND USE

Zoning is regulatory tool by which allowable uses of real property and the size, density and form of development are established. Salem Revised Code (SRC) Title 10 is the City of Salem's adopted zoning ordinance. The SRC details development standards applicable to each zone designation in addition to generally applicable requirements for the amount and location of off-street parking, landscaping, bicycle parking and other aspects of development. Zoning functions as an implementation tool shaping current development, and it generally reflects the desired long-term development pattern depicted on the City's adopted Comprehensive Plan map.

Residential zoning designations account for approximately 53% of the land area within the Morningside Neighborhood, with the majority of the existing development being single-family residential in nature. The average size of RS (Single Family Residential) zoned lots in Morningside is 10,549 square feet, which is substantially above the 4,000 square foot minimum established under the SRC, and this reflects and reinforces the neighborhood's existing low-density residential character. The highest residential densities (3.8-6.0 households/acre) are concentrated south of Madrona Avenue SE (north of 12<sup>th</sup> Street Cutoff SE and Ewald Avenue SE) and east of Pringle Road SE north of Madrona Avenue. The lowest densities (less than 2.5 households/acre) are found in the southwest portion of the neighborhood to the west of Battle Creek Road SE south of Ewald/12<sup>th</sup> Street Cutoff SE (Center for Neighborhood Technology, 2013).

## MORNINGSIDE NEIGHBORHOOD PLAN

Commercial land is relatively constrained within the Morningside Neighborhood, accounting for just over 6% of the land area and with average parcel sizes ranging from 0.50 to 0.84 acres. Morningside’s commercial lands are characterized by a narrow band of predominantly retail-oriented development along Commercial Street SE and a mix of generally medical and service-oriented uses along 12<sup>th</sup> Street SE in the northeast portion of the neighborhood. Morningside also includes approximately 361 acres of industrial-zoned lands, which include a significant employment center – the Fairview Industrial Park. It is worth noting that the Morningside Neighborhood harbors the city’s largest concentration of mixed-use zoned land in the approximately 275-acre Fairview Mixed-use zone, located in the central portion of the neighborhood. An overview of current neighborhood zoning is provided in Table 2.2 and Figure 2.3.

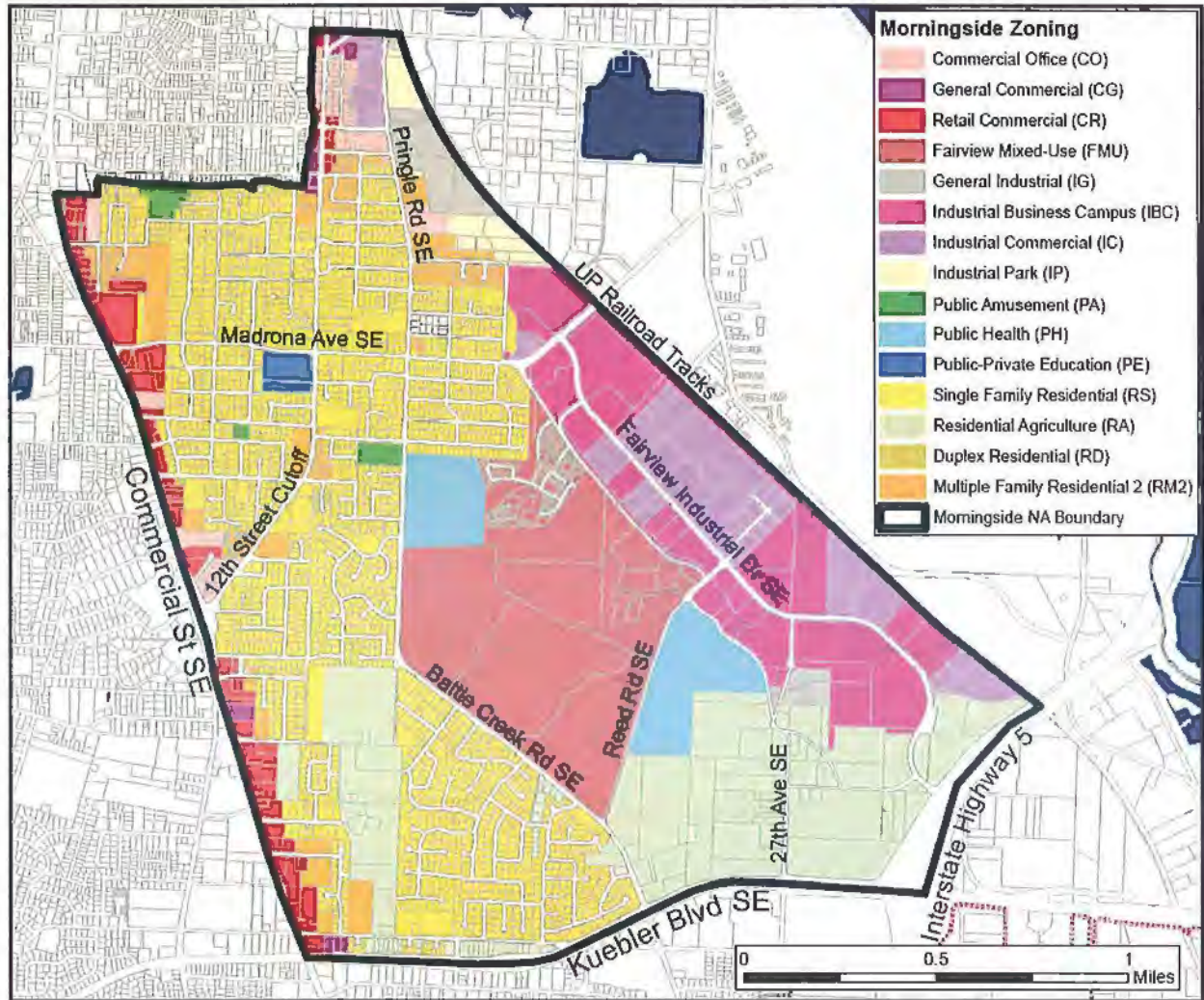
Table 2.2

Zoning Classifications*	Taxlots	Average Lot Size (sq. ft.)	Acres	% of Total Acres in Neighborhood
CG	14	26909.76	8.65	0.49%
CO	69	21783.69	34.51	1.94%
CR	81	36690.97	68.23	3.84%
FMU	186	62763.32	268.00	15.10%
IBC	40	212409.34	195.05	10.99%
IC	43	115021.71	113.54	6.40%
IG	10	149185.25	34.25	1.93%
IP	14	56217.98	18.07	1.02%
PA	4	133930.59	12.30	0.69%
PE	2	182387.53	8.37	0.47%
PH	2	1627862.87	74.74	4.21%
RA	113	115907.78	300.68	16.94%
RD	2	6778.36	0.31	0.02%
RM2	214	15407.13	75.69	4.27%
RS	2321	10549.22	562.09	31.68%
<b>TOTAL</b>	<b>3115</b>	<b>--</b>	<b>1774.48</b>	<b>100.00%</b>

\*NOTE: Split-zone taxlots were assigned the value with a greater percentage of the overall area for that lot.

# MORNINGSIDE NEIGHBORHOOD PLAN

Figure 2.3: Morningside Zoning





## Chapter 3 – LAND USE AND URBAN DESIGN



### GOALS AND POLICIES

#### GOAL 1

Provide for the future development of the Morningside Neighborhood through a compatible balance and appropriate mix of residential, commercial, industrial, public, mixed-use and open space uses facilitated through the implementation of effective and innovative development codes.

#### POLICIES:

- 1.1 Negative impacts of new and retrofitted development on the livability of the neighborhood, through design, traffic impacts, noise, odor or other factors, shall be mitigated to the extent practicable.
- 1.2 The Morningside Neighborhood Association encourages land use proposals with demonstrable value-added benefits to the community.

#### RECOMMENDED ACTIONS:

- A1.1 Following adoption of the Unified Development Code, the City should re-establish a regulatory improvement program to update the code on an annual or biannual basis.
- A1.2 Development proposals are encouraged to incorporate applicable 'Recommended Actions' into project designs.



### RESIDENTIAL DEVELOPMENT:

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The neighborhood's residential areas (Figure 3.3) are predominantly detached single-family residential in nature, with multi-family development limited to enclaves just east of the Commercial Street corridor, along portions of the 12<sup>th</sup> Street Cutoff, and adjacent to 12<sup>th</sup> Street and Pringle Road north of Madrona Avenue in the northeast area of the neighborhood. Existing single-family housing stock is generally characterized as a mix of single-story, split-level and raised ranch style homes, bungalow and modern home designs punctuated by examples from the Tudor, Victorian, International and craftsman architectural styles.



The *Salem-Keizer Housing Needs Analysis* prepared for the Mid-Willamette Valley Council of Governments (EcoNorthwest, 2011a) indicates that the City of Salem has a surplus capacity of 2,200 acres of single-family residential designated land, and a deficit of 228 acres of multi-family designated land through 2032 based on population, housing cost and income projections. The City of Salem is undertaking an updated, Salem-specific Housing Needs Analysis for the fiscal year 2013/2014. It may be appropriate to revisit the Plan's residential goal, policy and recommended action statements at a later date, [giving particular consideration to multi-family housing](#), based on the conclusions of the updated Housing Needs Analysis. The Morningside Neighborhood recognizes that future residential development may include a higher-density and more compact urban form to respond to this need. The goal, policy and recommended action statements below reflect emergent priorities during the Morningside 360° process and are intended to protect and enhance the single-family residential character of the neighborhood and provide for high-quality and context-sensitive multi-family and residential infill development.

## GOAL 2

Maintain and reinforce the residential areas of the neighborhood as safe, pleasant and engaging places to live.

### POLICIES:

- 2.1 Protect existing single-family residential areas from uses and activities that cause an excessive level of noise, pollution, traffic volume, nuisances and hazards.
- 2.2 Minimize encroachment of non-residential land uses into residential areas.
- 2.3 Rear or side-yard parking designs are encouraged for new residential development, where feasible.
- 2.4 Residential 'flag lot' developments should be designed to accommodate the location of curbside trash receptacles.



## MORNINGSIDE NEIGHBORHOOD PLAN

### RECOMMENDED ACTIONS:

- A2.1 The Morningside Neighborhood Association encourages adoption of additional development standards for infill lots, including the following:
- a) Installation of evergreen, sight-obscuring, perimeter vegetative screening;
  - b) Clear and objective criteria to achieve structure height and scale that are compatible with surrounding development;
  - c) A requirement for a pedestrian pathway bordering the internal accessway serving the infill lots.
- A2.2 Morningside residents should work cooperatively and pro-actively with the Salem Police Department and Morningside Neighborhood Association to promote a safe and crime-free urban environment.

### GOAL 3

Promote architectural variety and a mix of housing unit types to accommodate changing demographics and economic conditions, and to provide appropriate affordable housing and age-in-place options throughout the neighborhood.

### POLICIES:

- 3.1 Multifamily housing developments are encouraged in locations with access to arterial or collector streets with existing or planned transit service.
- 3.2 Developers are encouraged to consider innovative residential infill designs, such as 'common green' subdivisions, in place of cul-de-sac streets and flag lots (Figure 3.4).
- 3.3 New residential developments are encouraged to incorporate a diversity of housing types to attract residents of varying income levels, lifestyles and housing preferences.

### RECOMMENDED ACTIONS:

- A3.1 Amendments to the Salem Revised Code are encouraged to allow Accessory Dwelling Units (ADUs) when developed in conjunction with a single-family dwelling on RA, RS, RD and RM1-zoned lots to diversify housing stock within residential neighborhoods.
- A3.2 The Morningside Neighborhood Association supports development of a package of Salem Revised Code amendments to allow new subdivisions in the RS zone to designate a limited number parcels for small-scale, context-sensitive, multi-family development (Figure 3.5).



MORNINGSIDE NEIGHBORHOOD PLAN



Figure 3.4: Example of common green subdivision design  
Source: *The Infill Design Toolkit: City of Portland Bureau of Planning, 2008*



Figure 3.5: Example of small-scale multi-family design  
Source: *The Infill Design Toolkit: City of Portland Bureau of Planning, 2008*

### MIXED-USE DEVELOPMENT:

Mixed-use development is intended to provide a mixture of complementary land uses that may include housing, retail, offices, services, industrial and civic uses to create economic and social vitality. Such development encourages efficient use of land by facilitating compact, high-density development, open space protection, multi-modal transportation, design flexibility and diverse housing opportunities. By concentrating a mix of land uses at strategic locations, mixed-use development maximizes investments in public services and has the potential to generate high per-acre tax revenues at build-out (Strategic Economics, 2013). While this development model is uncommon in Salem, the North Broadway Corridor provides a successful local example. The Salem Area Comprehensive Plan denotes 'Activity Nodes and Corridors' as areas where mixed-use and pedestrian/transit-oriented development are encouraged. Several such locations are identified within the Morningside Neighborhood (Figure 3.6).

Goals, policies and recommended actions for mixed-use development build upon the draft 2004 neighborhood plan and the 2005 Fairview Master Plan. Neighborhood priorities for mixed-use development include promoting a walkable and distinctive built environment, removing regulatory barriers and pedestrian and vehicle connectivity.

#### GOAL 4

Promote mixed-use development that creates distinctive urban environments and supports economic vitality, walkability and an inviting and attractive streetscape.

#### POLICIES:

- 4.1 Mixed-use developments shall provide one or more public, or publicly accessible, amenities such as a plaza, park, open space tract or shared-mode street (shared court, etc.) to promote an active lifestyle.
- 4.2 New and retrofitted mixed-use development shall provide continuous pedestrian networks through the site, and pedestrian and vehicle connections to adjacent developed properties where practical.
- 4.3 The Morningside Neighborhood Association supports mixed-use development at the former Fairview Training Center site, consistent with the adopted Fairview Master Plan.

#### RECOMMENDED ACTIONS:

- A4.1 The Morningside Neighborhood Association supports amendments to the Salem Revised Code to remove the requirement for a Conditional Use Permit for mixed-use development in commercial zones and to provide regulatory incentives to encourage housing in commercial projects.

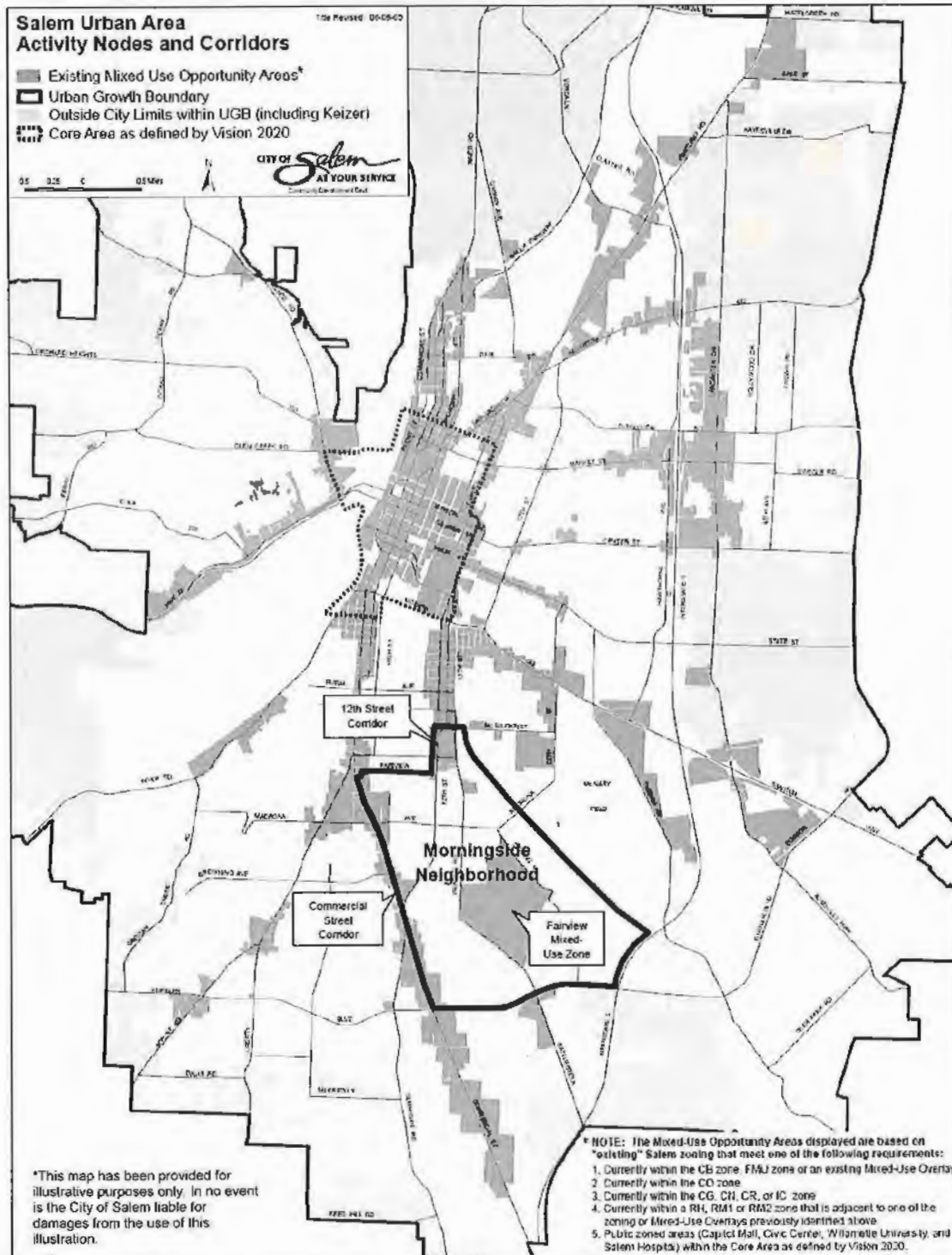




## MORNINGSIDE NEIGHBORHOOD PLAN

A4.2 The Morningside Neighborhood Association encourages mixed-use development in the vicinity of a) Commercial Street and Hilfiker Lane SE, b) Kuebler Boulevard between at 27<sup>th</sup> Avenue SE and Battle Creek Road, and c) 12th Street SE between Vista Avenue and McGilchrist Street.

Figure 3.6: Activity Nodes and Corridors (from Salem Comprehensive Plan)



### COMMERCIAL DEVELOPMENT:

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Commercial land is somewhat constrained within the Morningside Neighborhood (Figure 3.7). Commercial-zoned parcels are relatively shallow, with lot depths well below 500 feet in all but a few locations. Commercial activities are concentrated along two corridors, one adjacent to Commercial Street SE and another in the vicinity of 12<sup>th</sup> Street SE and Pringle Road SE. While both corridors are representative of middle and later 20<sup>th</sup> century commercial development patterns, they are also identified as 'Existing Mixed-Use opportunity Areas' in the Salem Area Comprehensive Plan (SACP).

The Commercial Street SE corridor forms the western boundary of Morningside neighborhood and is characterized by auto-dependent 'strip-type' development with the primary focus toward the arterial network and few connections with adjacent residential neighborhoods. This corridor provides the Morningside Neighborhood and South Salem access to a variety of retail and professional services. Commercial Street SE also constitutes a major north-south commuter and transit corridor within the Salem area, linking the urban downtown core to the residential areas of south and south-east Salem. A secondary corridor is located adjacent to 12<sup>th</sup> Street in the northeast portion of Morningside and provides an important commuter and transit linkage between the city's core and residential and employment areas to the south and southeast. Land uses along the 12<sup>th</sup> Street corridor represent a diverse mix of light industrial uses, auto repair services, community organizations, medical offices and supporting retail establishments. As with Commercial Street SE, this corridor is characterized by auto-dependent development with limited pedestrian connections to adjacent residential neighborhoods.

The *Salem-Keizer Regional Economic Opportunities Analysis*, prepared for the Mid-Willamette Valley Council of Governments (EcoNorthwest, 2011b) revealed a deficit of 600 acres of commercial (retail and office) land within the Salem-Keizer UGB based on employment and population projections through 2032. The study also identifies target and growth industries with potential to contribute significantly to the local employment base. Urban commercial corridors are dynamic convergences of diverse land uses and infrastructure systems, and serve as an important focus for community transformation (Gaffney, 2009). Key neighborhood priorities to promote revitalization retrofit of Morningside's commercial corridors include support for a vibrant and integrated local business community, urban design elements to provide a diversified and engaging commercial streetscape, and pedestrian safety in commercial areas.

### GOAL 5

Encourage the creation of family-wage jobs within distinctive and vibrant commercial zoning districts.

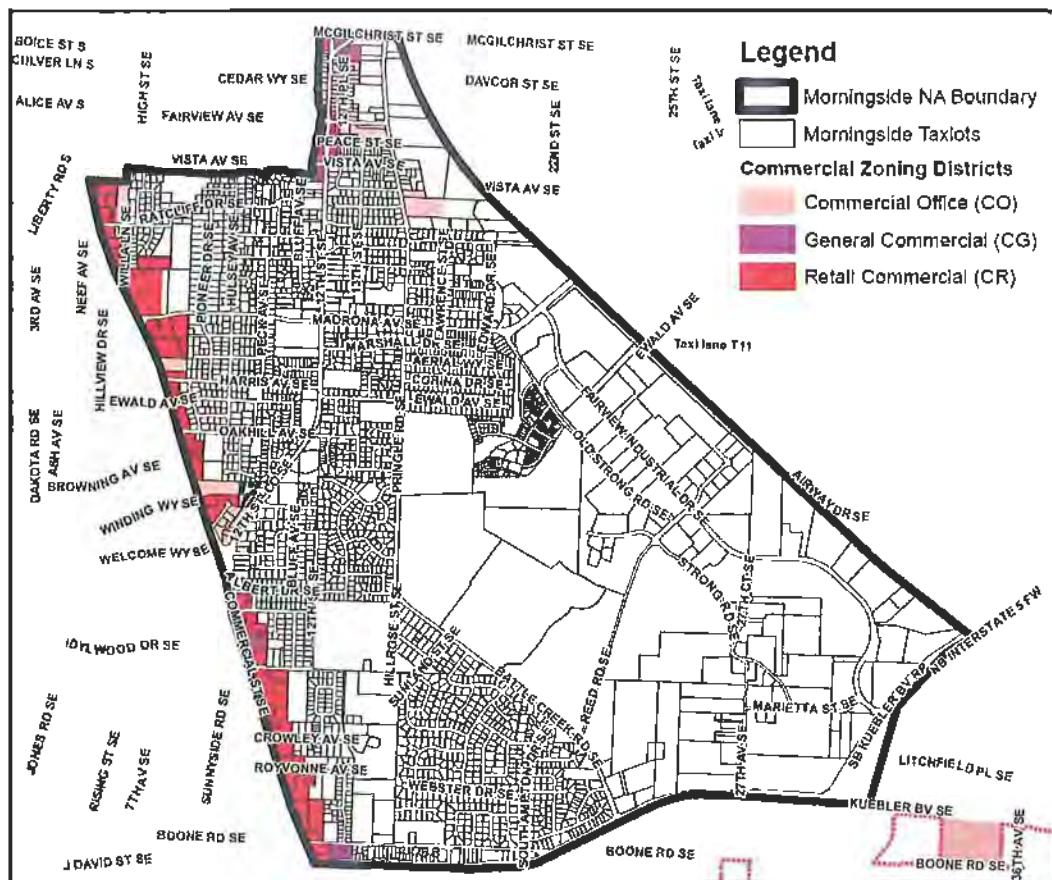


# MORNINGSIDE NEIGHBORHOOD PLAN

## POLICIES:

- 5.1 Foster commercial development that promotes a healthy and active urban environment while supporting business growth and a vibrant local economy.
- 5.2 Support small business innovation and entrepreneurship.
- 5.3 Commercial uses within the Morningside Neighborhood boundaries are encouraged in commercial zones along the 12<sup>th</sup> and 13<sup>th</sup> Streets, Commercial Street, Pringle Road, and near Kuebler Boulevard. Commercial uses are also encouraged at the former Fairview Training Center site. Conversion of residential land to commercial zoning is discouraged along 12th Street/12th Street Cutoff between Vista and Commercial, and along Madrona Avenue SE.
- 5.4 Encourage local business ownership and patronage by Morningside residents as a means of fortifying community identity and 'branding.'
- 5.5 Emphasize business location within existing vacant commercial tenant spaces in addition to redevelopment opportunities.

Figure 3.7: Commercial Zoning Districts





## MORNINGSIDE NEIGHBORHOOD PLAN

- 5.6 Developers of new multi-story commercial buildings intended primarily for office uses are encouraged to provide a ground-floor tenant space designated for non-office businesses such as restaurants, delis, retail or other service uses.

### RECOMMENDED ACTIONS:

- A5.1 The Morningside Neighborhood Association encourages the establishment of potential growth industries identified in the Salem-Keizer Metropolitan Area Regional Economic Opportunities Analysis within commercial zoning districts.
- A5.2 The City should consider developing a program, modeled after precedents adopted by the cities of Eugene, Portland and Denver, to allow for the establishment of food carts on a non-time lined basis within some commercial zoning districts.
- A5.3 A neighborhood business 'welcome wagon' should be established for new businesses to provide for opportunities for business participation in neighborhood events and neighborhood exposure within the business community.
- A5.4 Facilitate partnerships between the neighborhood and the Chamber of Commerce to develop 'business welcome packets' to be distributed to new businesses in Morningside, containing Chamber literature, local business resources and neighborhood resources.
- A5.5 A Neighborhood Economic Development Strategy should be developed to support business development and entrepreneurship and connect business owners with small business assistance resources.
- A5.6 The City should consider a establishing a land use review procedure, similar in scope and function to the Historic Resource Adaptive Re-Use provisions under Salem Revised Code Chapter 230, to allow limited-scale, context-sensitive, commercial development on residential-zoned parcels located at arterial/arterial intersections.

## GOAL 6

Encourage retrofit of existing 'strip-type' commercial development within activity nodes and corridors identified in the Salem Comprehensive Plan that provides pedestrian amenities and enhances the walk-appeal, usability and safety of commercial zoning districts.

### POLICIES:

- 6.1 New and retrofitted commercial developments within activity nodes and corridors should incorporate pedestrian design elements, including, but not limited to, the following:

## MORNINGSIDE NEIGHBORHOOD PLAN

- a) Highly visible crosswalk markings or raised pedestrian walkways where the pedestrian system crosses vehicle drive aisles;
  - b) A walkway connecting the primary off-street parking area serving the building to a main pedestrian building entrance. The pathway should be physically separated from vehicle drive aisles by a raised curb, parking stalls, landscaping or similar means;
  - c) At least one pedestrian walkway connecting a sidewalk adjacent to a street to a building main entrance. The pathway should be physically separated from vehicle drive aisles by a raised curb, parking stalls, landscaping or similar means.
- 6.2 Commercial outdoor storage areas should be screened from view of the streets and adjacent residential uses.
- 6.3 New development along Commercial Street SE should contribute incrementally to the retrofit of this valuable community resource as a vibrant, transit-integrated, retail and service corridor with design elements promoting usability by pedestrians and cyclists as well as motorists.

### RECOMMENDED ACTION:

- A6.1 City staff and the Salem-Keizer Transit District should work in close cooperation at the time of development review to coordinate driveway placement, pedestrian improvements and transit stop locations with all new commercial developments.

## GOAL 7

Promote new pedestrian-friendly commercial developments and distinguished commercial streetscapes within activity nodes and corridors identified in the Salem Comprehensive Plan.

### POLICY:

- 7.1 New commercial developments should incorporate visual design elements to define Morningside's commercial streetscapes as attractive, multi-modal, commercial corridors.

### RECOMMENDED ACTIONS:

- A7.1 The Morningside Neighborhood Association supports development that promotes a neighborhood-commercial character by incorporating active and visible ground floor work spaces adjacent to the public right-of-way.
- A7.2 New commercial buildings in excess of 30 feet in height are encouraged to be oriented toward the streetscape and placed as close to the street as established setbacks permit, when feasible.

## MORNINGSIDE NEIGHBORHOOD PLAN

- A7.3 Along the Commercial Street corridor, projects located at street corners are encouraged to provide a distinctive vertical design element to anchor the corner, define the street edge and create a sense of enclosure.
- A7.4 Regulatory incentives should be developed, such as (but not limited to) height bonuses or setback reductions, to encourage the placement of new commercial buildings adjacent to the streetscape with parking located behind or to the side of the building (Figure 3.8).

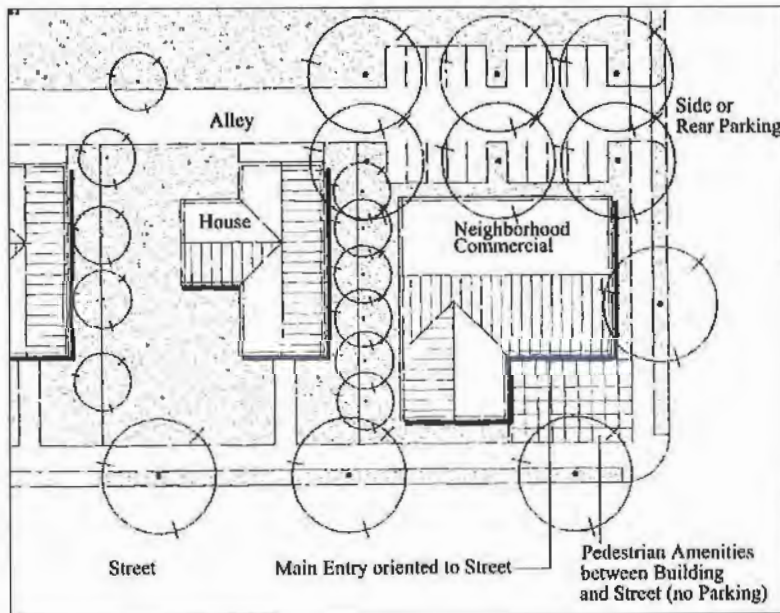


Figure 3.8: Example of neighborhood-commercial development with side or rear-yard parking

Source: OTAK, 1999

### INDUSTRIAL DEVELOPMENT:

The Morningside Neighborhood contains approximately 362 acres of land zoned for industrial uses (Figure 3.9). Morningside's industrial lands are located near the east neighborhood boundary roughly adjacent to the Union Pacific Railroad tracks and may generally be divided into two distinctive areas, north and south of Salishan Street SE, based on urban form and use types. Existing industrial development north of Salishan Street SE and east of 13th Street SE is largely characterized by warehousing and storage facilities, construction contracting uses, institutional uses and community services. A narrow band of parcels abutting the west side of 13<sup>th</sup> Street SE between Fairview Ave and McGilchrist Street is dominated by IC – Industrial Commercial zoning and contains a blend of industrial and commercial uses, including automobile services, industrial supply and commercial parking facilities. Industrial development north of Salishan generally incorporates large-scale impervious vehicle parking areas with varying degrees of landscaping provided adjacent to street rights-of-way. Industrial lands to the south of Salishan, and extending southeast to approximately the terminus of 27<sup>th</sup> Court SE, are referred to as the Fairview Industrial Park, and discussed in detail in Chapter 9, Opportunity Area 1.



The proximity of Morningside's industrial areas to mature utility and transportation infrastructure (Union Pacific Railroad, Interstate Highway 5, Salem Municipal Airport) may serve to attract continued investment in identified target industries identified in the *Salem-Keizer Regional Economic Opportunities Analysis* (EcoNorthwest, 2011b). Identified target industries that may be suitable for industrial zones include (but are not limited to) renewable energy manufacturing, food processing, metals and machinery manufacturing, warehousing and distribution, information technology, and medical, professional and technical services. Key themes for industrial development identified through the neighborhood planning process include support for a strong local employment base, an emphasis on environmental compliance, and quality design and adequate buffering elements to minimize impacts to nearby residential development.

### GOAL 8

Maintain and enhance the viability of industrial lands to provide a strong economic foundation for the community.

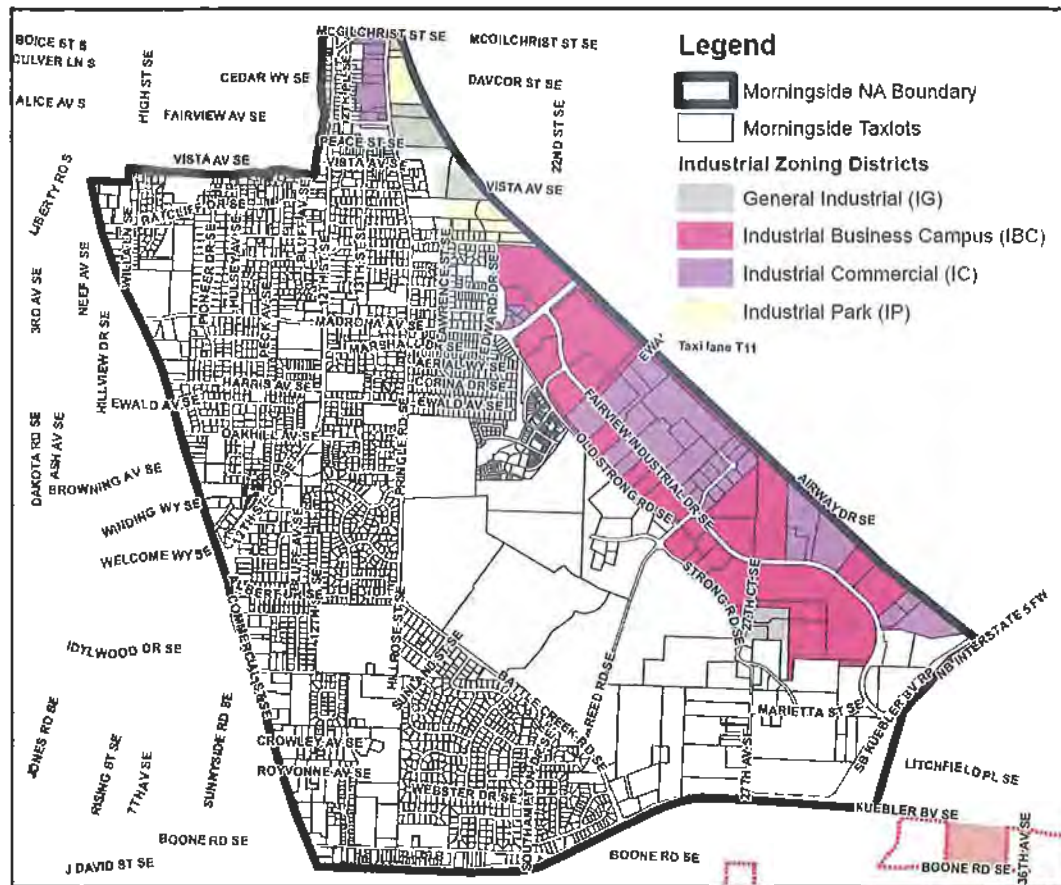
#### POLICIES:

- 8.1 Encourage industrial development in designated locations that provide family-wage jobs while preserving the residential character of the Morningside Neighborhood.
- 8.2 New industrial development adjacent to commercial or residential lands should incorporate adequate setbacks, landscaping and screening to minimize negative visual impacts.

# MORNINGSIDE NEIGHBORHOOD PLAN

- 8.3 Industrial site development should feature green stormwater infrastructure and environmentally sensitive site design to promote restoration and conservation of existing riparian and wetland features.
- 8.4 Entry and exit routes for industrial sites should provide direct access to designated arterial and collector streets and should avoid directing traffic into residential areas.
- 8.5 Encourage industrial businesses to draw from the local skilled labor force.

Figure 3.9: Industrial Zoning Districts





## Chapter 4 - NEIGHBORHOOD HERITAGE



### GOAL 9

Enhance the value of the Morningside Neighborhood's heritage assets by encouraging best practices in preservation projects, supporting historic preservation strategies that make available positive incentives, and fostering awareness of Morningside's unique contributions to local history.

#### POLICIES:

- 9.1 Support recognition of Morningside's legacy buildings and heritage landscapes.
- 9.2 Reinforce neighborhood heritage through adaptive reuse. Successful examples include the conversion of historic structures at the intersection of Cannon, 12<sup>th</sup> and 13<sup>th</sup> streets as office and medical uses.

#### RECOMMENDED ACTIONS:

- A9.1 Work cooperatively with City historic preservation staff, the Salem Heritage Network (SHINE) and other community stakeholders to identify and preserve Morningside's heritage landscape elements, such as the former orchard trees located in Clark Creek Park.
- A9.2 Develop and implement a heritage resource plan for Morningside to celebrate and showcase some of the 1,051 structures within the neighborhood boundaries that are over 50 years old.
- A9.3 Seek funding opportunities and community and City support to establish a Morningside Museum.

## Chapter 5 – TRANSPORTATION



### OVERVIEW

Morningside contains, and is bound by, over 40 miles of public and private rights-of-way. The Salem Transportation System Plan (TSP) identifies three primary north-south arterial roads (one major and two minor) and three east-west minor arterial roads bisecting the Morningside Neighborhood in addition to a major arterial street (Commercial Street SE), a Parkway (Kuebler Blvd SE) and Interstate Highway 5, which border the neighborhood to the south, west and southeast (Figure 5.1). The remainder of the road network is comprised of collector and local streets. Salem-Keizer Transit currently provides mass transit service to the neighborhood via five established bus routes. The TSP also plans for approximately 7 miles of multi-use trails and pathways and 13 miles of striped bicycle lanes bisecting the neighborhood (Figures 5.2 and 5.3), providing non-motorized transportation options throughout the neighborhood and connections to other areas within the City (See also Chapter 6).

A common feature of the Morningside Neighborhood is a lack of sidewalks and improved pedestrian crosswalk amenities, particularly in the northwest portion of the neighborhood. In addition to safety issues, the lack of pedestrian



## MORNINGSIDE NEIGHBORHOOD PLAN

infrastructure poses a substantial barrier to segments of the population who may be transportation disadvantaged and unable to access basic needs (food, medical care, employment, etc.) via use of a single-occupancy vehicle (Burden and Litman, 2011). Recently adopted updates to the pedestrian and bicycle elements of the TSP identify and prioritize extensive improvements to the pedestrian and multi-use pathway system within the Morningside Neighborhood, which will contribute substantially to a safer and more robust pedestrian system and increase transportation options for Morningside residents. Transportation priorities from the draft neighborhood plan prepared by the Morningside Board in 2004 were discussed and modified through the Morningside 360° neighborhood planning process. The goal, policy and recommended action statements below are intended to reinforce identified neighborhood transportation priorities, including connectivity, multi-modal transportation, pedestrian safety, and the re-classification of Hilfiker Lane SE as a collector street in the Salem Transportation System Plan.

### GOAL 10

Foster a local transportation system that achieves the following:

- Promotes improved efficient travel movement and a high level of connectivity for all modes of transportation.
- Encourages the development of safe walkable places with a high degree of pedestrian connectivity.
- Increases the availability and viability of transit and alternative transportation for neighborhood residents.
- Places a high priority on Level of Service (LOS) analysis that reflects design impacts for all transportation modes.

#### POLICIES:

- 10.1 Sidewalk installation and infill shall be considered high priority neighborhood improvement projects within ¼ mile of schools and parks. In retrofit situations, consideration should be given to providing interim pedestrian improvements on school access routes (such as Peck).
- 10.2 New subdivisions should provide multiple external street connections to foster vehicle flow through a distributed or grid-type system and multiple access points to the arterial and collector street network.
- 10.3 Where possible, a landscaped median should be installed along Commercial Street SE.
- 10.4 Transit and non-motor vehicle 'Level of Service' should be considered in transportation planning and street design.
- 10.5 New residential subdivisions in the portion of Morningside that is south of 12<sup>th</sup> Street Cutoff SE and west of Pringle and Battle Creek Road SE should enhance street connectivity in this area.

## MORNINGSIDE NEIGHBORHOOD PLAN

- 10.6 Promote the installation of continuous sidewalks and reduction of cross-walk distances along Commercial Street SE. New sidewalks should be separated from vehicle traffic by adequate buffer landscaping consistent with the Transportation System Plan.
- 10.7 Marked crosswalks in areas of high pedestrian traffic should utilize high-visibility crosswalk markings.
- 10.8 The Morningside Neighborhood Association supports the use of traffic calming techniques (speed bumps, traffic circles, etc.) to improve traffic flow, and pedestrian and bicyclist safety.
- 10.9 Encourage installation of curb extensions at street intersections in new and retrofitted developments to improve pedestrian safety.

### RECOMMENDED ACTIONS:

- A10.1 The City should consider amendments to the Salem Revised Code to facilitate the following:
  - a) Include non-automobile rights-of-way such as 'common greens' and shared mode streets (shared courts) under the definition of a 'street' for the purposes of providing lot frontage;
  - b) Provide alternatives to allow off-site or shared bicycle parking in areas where zero lot line development is encouraged.
- A10.2 The City should consider amending the Transportation System Plan to accomplish the following:
  - a) Re-classify Hilfiker Lane SE and its future extension from Commercial Street SE to Pringle/Battle Creek Road SE from a Minor Arterial to a Collector Street (Figure 5.4);
  - b) Provide for an extension of Marietta Street SE as a Collector Street with an accompanying Shared-Use Path between 27<sup>th</sup> Avenue SE and Reed Road SE (Figure 5.4);
  - c) Require consideration of pedestrian and bicycle Level of Service in street design and transportation planning decisions;
  - d) Include standards and cross sections for non-automobile rights-of-way such as 'common greens' and similar 'pedestrian' streets;
  - e) Standards for bike corrals within the public right-of-way.
- A10.3 There should be no additional widening of either 12<sup>th</sup> Street or Madrona Avenue at their intersection.
- A10.4 The Pringle Creek Community Homeowner's Association and Sustainable Investments LLC should work closely with the Salem-Keizer School District to maintain open access along the multi-use pathway that connects the Pringle Creek Community and Leslie Middle School.

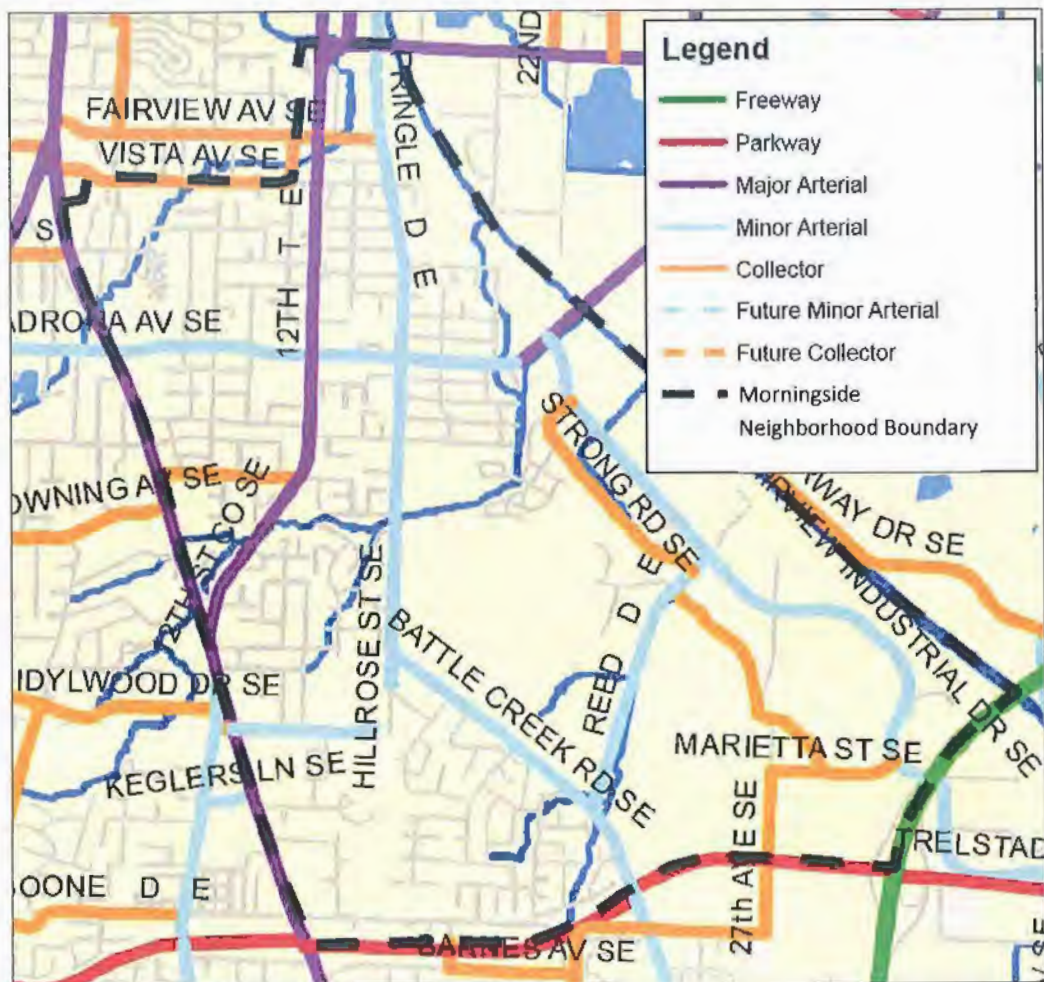
## MORNINGSIDE NEIGHBORHOOD PLAN

A10.5 At such time that improvements are proposed to the pedestrian crossing at Commercial Street SE and 12<sup>th</sup> Street Cutoff SE, the City should consider robust crossing facilities to maximize pedestrian safety.

A10.6 Close cooperation is encouraged between the Morningside Neighborhood Association and the Salem-Keizer Transit District to encourage public transit ridership to the extent that, over time, a significantly larger share of the population uses transit. Bus shelters and appropriate pedestrian facilities should be provided at transit stops.

A10.7 The City should engage the Morningside Neighborhood Association, and other affected neighborhoods, at such time that future development is proposed at the Salem Municipal Airport.

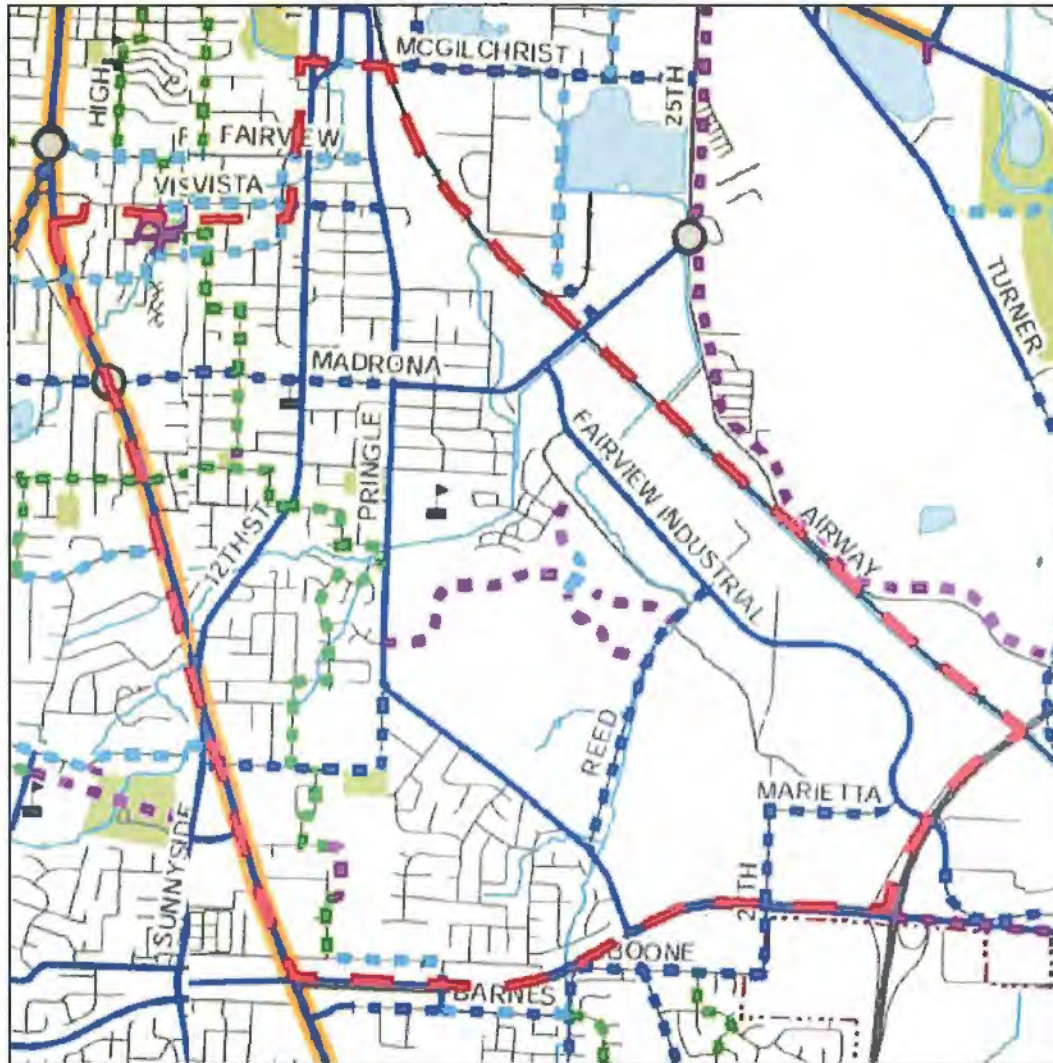
Figure 5.1: Planned Motorized Transportation Infrastructure (from TSP)





# MORNINGSIDE NEIGHBORHOOD PLAN

Figure 5.2: Planned Bicycle Transportation Infrastructure (from TSP)



## Legend

### Proposed Bicycle Network

-  Proposed Intersection Improvements
-  Proposed Family Friendly Bikeway
-  Proposed Shared Lane Markings
-  Proposed Uphill Bike Lanes/Downhill Shared Lane Markings
-  Proposed Bike Lanes
-  Proposed Cycle Track
-  Proposed Shared Use Path
-  Potential Enhanced Bikeways

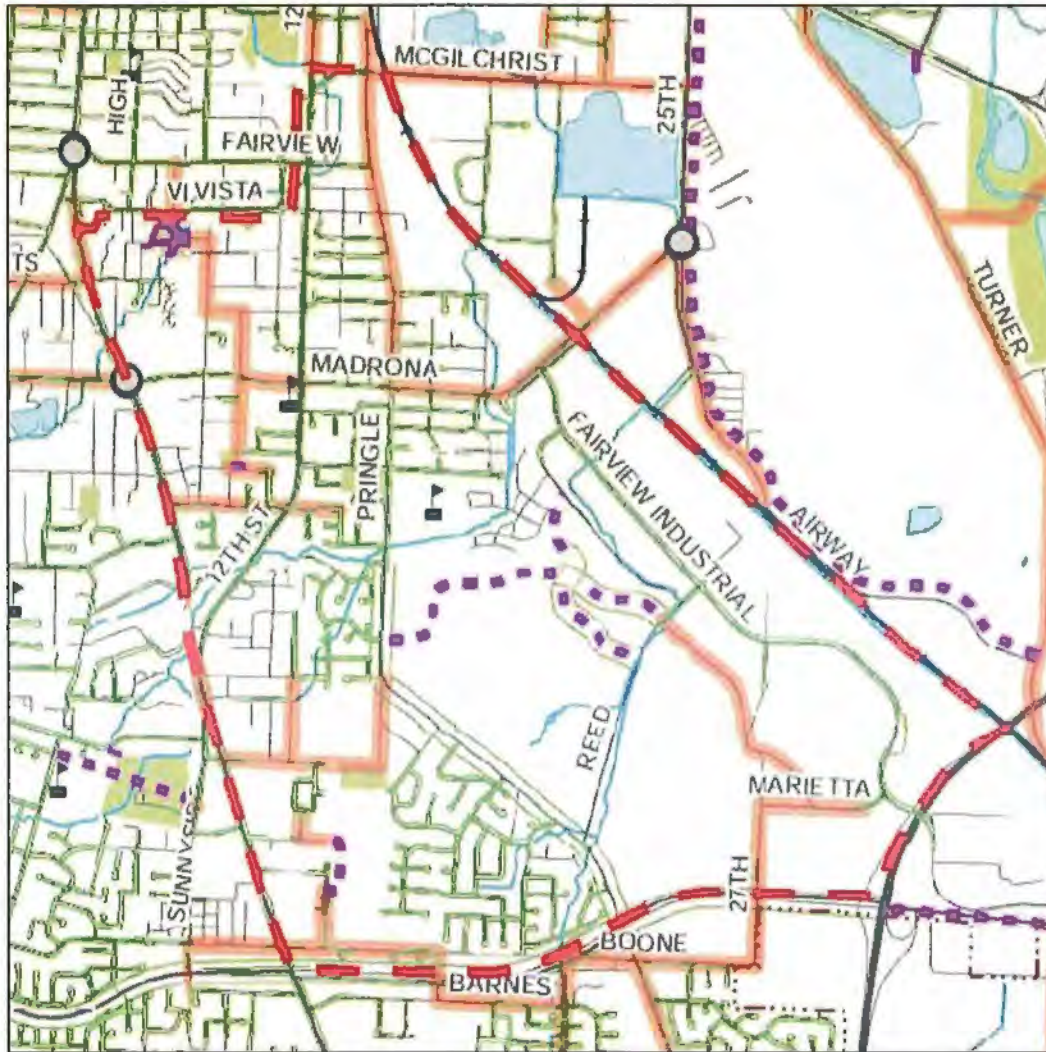
### Existing Bicycle Facilities

-  Existing Shared Lane Markings
-  Existing or Funded Bike Lanes
-  Existing or Funded Shared Use Path
-  Existing Unpaved Path
-  School
-  Park
-  Salem-Keizer UGB
-  Morningside Neighborhood Boundary






# MORNINGSIDE NEIGHBORHOOD PLAN

Figure 5.3: Planned Pedestrian Transportation Infrastructure (from TSP)



## Legend

### Proposed Pedestrian Network

-  Proposed Intersection Improvements
-  Proposed New Sidewalks or Sidewalk Infill
-  Proposed Shared Use Path

### Existing Pedestrian Facilities

-  Existing or Funded Sidewalk
-  Existing or Funded Shared Use Path
-  Existing Unpaved Path
-  School
-  Park
-  Salem-Keizer UGB
-  Morningside Neighborhood Boundary

# MORNINGSIDE NEIGHBORHOOD PLAN

Figure 5.4: Conceptual TSP Amendments



## Legend

- Freeway
- Parkway
- Major Arterial
- Minor Arterial
- Collector
- Future Minor Arterial
- Future Collector
- - - Morningside Neighborhood Boundary

\*This map has been provided for illustrative purposes only. In no event is the City of Salem liable for damages from the from the use of this illustration.



## Chapter 6 – PARKS, RECREATION AND OPEN SPACE



### OVERVIEW

Morningside is currently underserved by public parks, with just 12.28 acres of existing developed parkland contained within three neighborhood parks (Figure 2.4). Existing park facilities provide approximately 1.4 acres per 1,000 residents, which is substantially below both the existing condition of 11.8 acres per 1,000 residents for the City of Salem overall, the national standard of 10-20 acres per 1,000 residents cited in a Trust for Public Land Parks System Analysis commissioned by the City in 2007, and the goal of 7 acres per 1,000 residents set forth in the 2012 Comprehensive Parks Master Plan (Parks Master Plan).

An additional 5-acre neighborhood park site has been acquired by the City of Salem adjacent in the west-central portion of Morningside adjacent to the future alignment of Hilfiker Lane SE, and a 5-acre neighborhood park site is also required to be provided with development of the former Fairview Training Center site, located in the central portion of the neighborhood. The Parks Master Plan also identifies opportunities for additional neighborhood, community and urban parks in the largely underdeveloped and underserved south-central portion of the neighborhood. The plan indicates minimum size requirements of 5 and 20-50+ acres respectively for these future parks, which would contribute substantially to

## MORNINGSIDE NEIGHBORHOOD PLAN

Morningside's park acreage deficit if developed.

### GOAL 11

Strive to increase the number and acreage of parks and recreational facilities within the Morningside Neighborhood to meet the service level needs of its residents (Figure 6.1), and maximize the benefits that parks and open space offer to the community.

#### POLICIES:

- 11.1 Encourage the advance acquisition of land for public parks in order to secure the parks facilities in central and south Morningside that were identified in the adopted Parks Master Plan (Figure 6.2).
- 11.2 Support and encourage the development of the currently unimproved Hilfiker Lane SE park site.
- 11.3 Support acquisition of the area identified in the Fairview Master Plan as 'The Woods' as Public Park.

#### RECOMMENDED ACTION:

- A11.1 The Morningside Neighborhood supports the development of parks and open space lands in underserved areas of the community in addition to those included in the Parks Master Plan.
- A11.2 The City should engage the Morningside Neighborhood Association for input on planning and design elements at such time that improvements are proposed to Morningside parks.

### GOAL 12

Promote development of the trail, sidewalk and multi-use pathway system identified in the Parks Master Plan (Figure 6.3) to provide non-motorized pathway connections through the Morningside Neighborhood, and between the neighborhood and the city's downtown core.

#### POLICIES:

- 12.1 Owners of properties abutting Pringle Creek and its tributaries should be engaged outside of the land use process to establish a multi-use pathway in the vicinity of this waterway for the purpose of providing a non-motorized route from south Morningside to the city's urban core.
- 12.2 At the time of development, City Parks and Transportation Division and the Morningside Neighborhood Association should engage project applicants to broker easement rights for establishment of the off-street trail system identified in the Parks Master Plan.



## MORNINGSIDE NEIGHBORHOOD PLAN

- 12.3 Sustainable Fairview Associates LLC should be engaged for potential establishment of a linear park feature and trail system linkage, consistent with the Parks Master Plan, along the vacated portion of Old Strong Road between Reed Road SE and Lindburg Road SE.

### GOAL 13

Distinguish Morningside's parks and open spaces as community destinations with intrinsic recreational and cultural value.

#### POLICIES:

- 13.1 In addition to level of service, park design should showcase the unique attributes of a particular location to distinguish individual parks as community destinations.
- 13.2 New and retrofitted parks shall incorporate amenities and facility attributes as identified for each park-type in the Parks Master Plan.
- 13.3 Funding for existing park facilities should be supported and maintained to continue to serve the needs of neighborhood residents.
- 13.4 Parks that include amenities for spectator sports shall be developed with adequate off-street vehicle parking.
- 13.5 Parks design should enhance visibility into the park space from adjacent local streets and residences and provide effective buffering from adjacent arterial streets.

#### RECOMMENDED ACTIONS:

- A13.1 The Morningside Neighborhood should partner with City Parks and Transportation staff and the Salem Parks Foundation to impart local knowledge and identify unique attributes that can be celebrated in the design of new and upgraded parks facilities.
- A13.2 The Morningside Neighborhood Association, City staff and Sustainable Fairview Associates LLC should seek to classify the woodland area identified as 'The Woods' in the Fairview Master Plan as a Public Park and natural open space amenity at such time that it is considered for designation as a public Neighborhood or Community park.

### GOAL 14

Utilize existing and future parkland to enhance riparian protections for Pringle and Clark Creeks, and increase the role of these riparian zones as community educational resources.

## MORNINGSIDE NEIGHBORHOOD PLAN

### POLICIES:

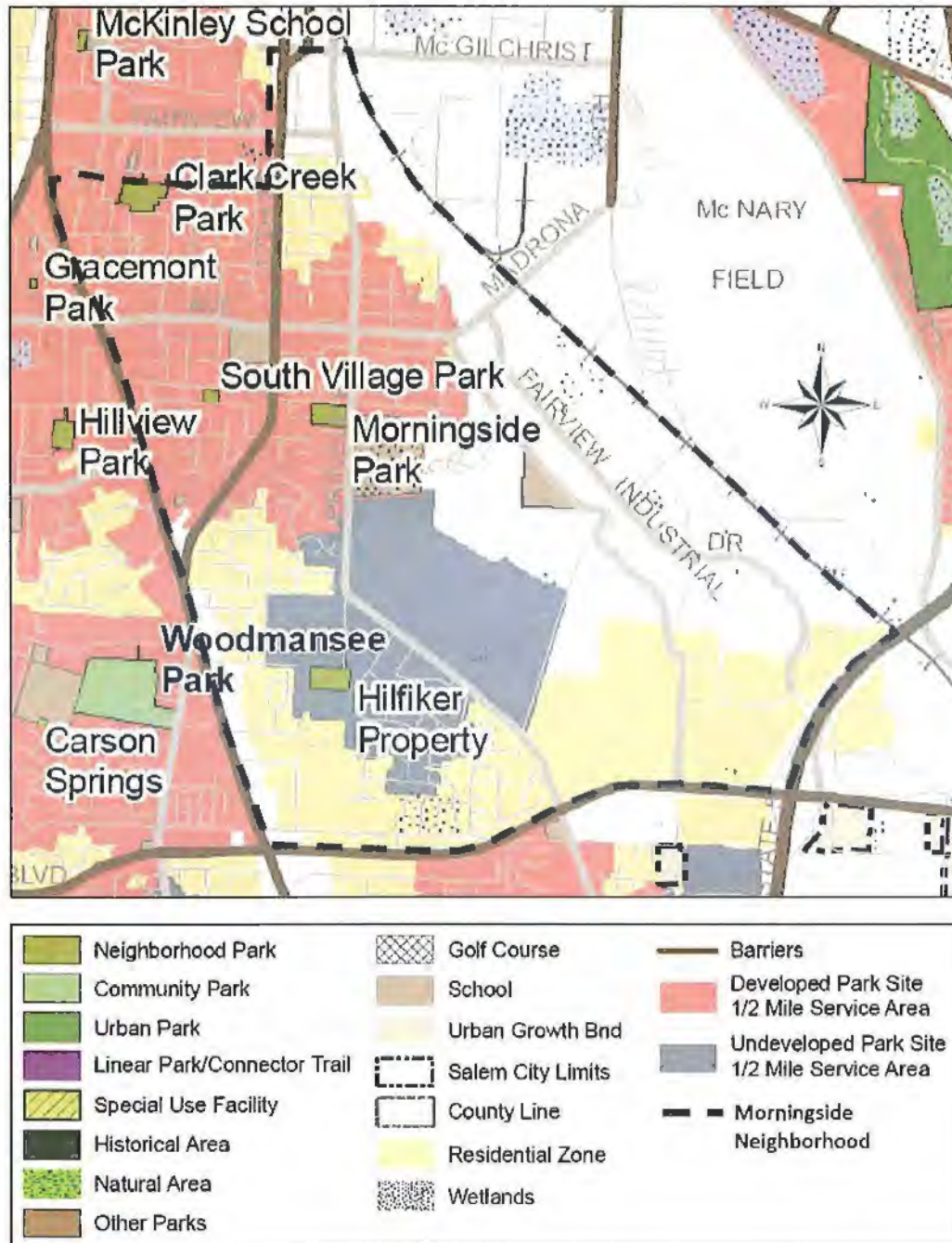
- 14.1 Support the maintenance of adequate buffers along creeks to minimize pollution, protect riparian corridors and improve stream health.
- 14.2 Promote partnerships with the Pringle Creek Watershed Council to organize community educational events and restoration activities in publicly-owned riparian corridor areas.

### RECOMMENDED ACTIONS:

- A14.1 The Morningside Neighborhood Association should actively seek out neighborhood and City partnerships to participate in the Tree Canopy Task Force, identify possible parks/open space benefactors (Salem Parks Foundation, Nature Conservancy, Rivers Conservancy, adopt-a-park initiatives, etc.), and seek grant funding for parks development and improvements.
- A14.2 The Morningside Neighborhood Association should assist the City Parks and Transportation Division in developing updated definitions and improvement standards to better address differing types of 'open space,' including (but not limited to):
  - a) Wildlife corridors and native plant habitat;
  - b) Riparian corridors;
  - c) Viewshed resources;
  - d) Passive and active recreational areas.

# MORNINGSIDE NEIGHBORHOOD PLAN

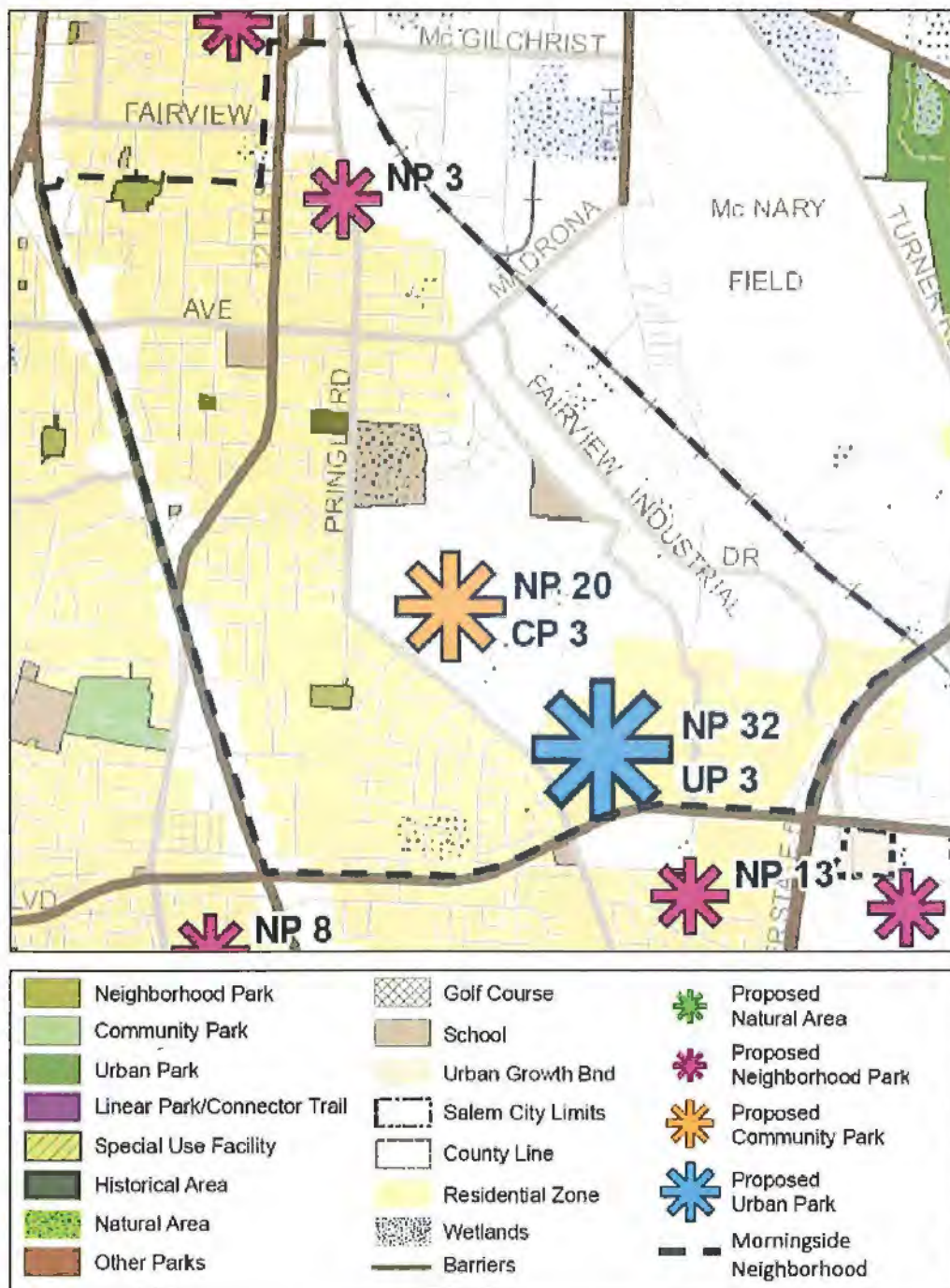
Figure 6.1: Existing Parks and Service Areas (from Parks Master Plan)





# MORNINGSIDE NEIGHBORHOOD PLAN

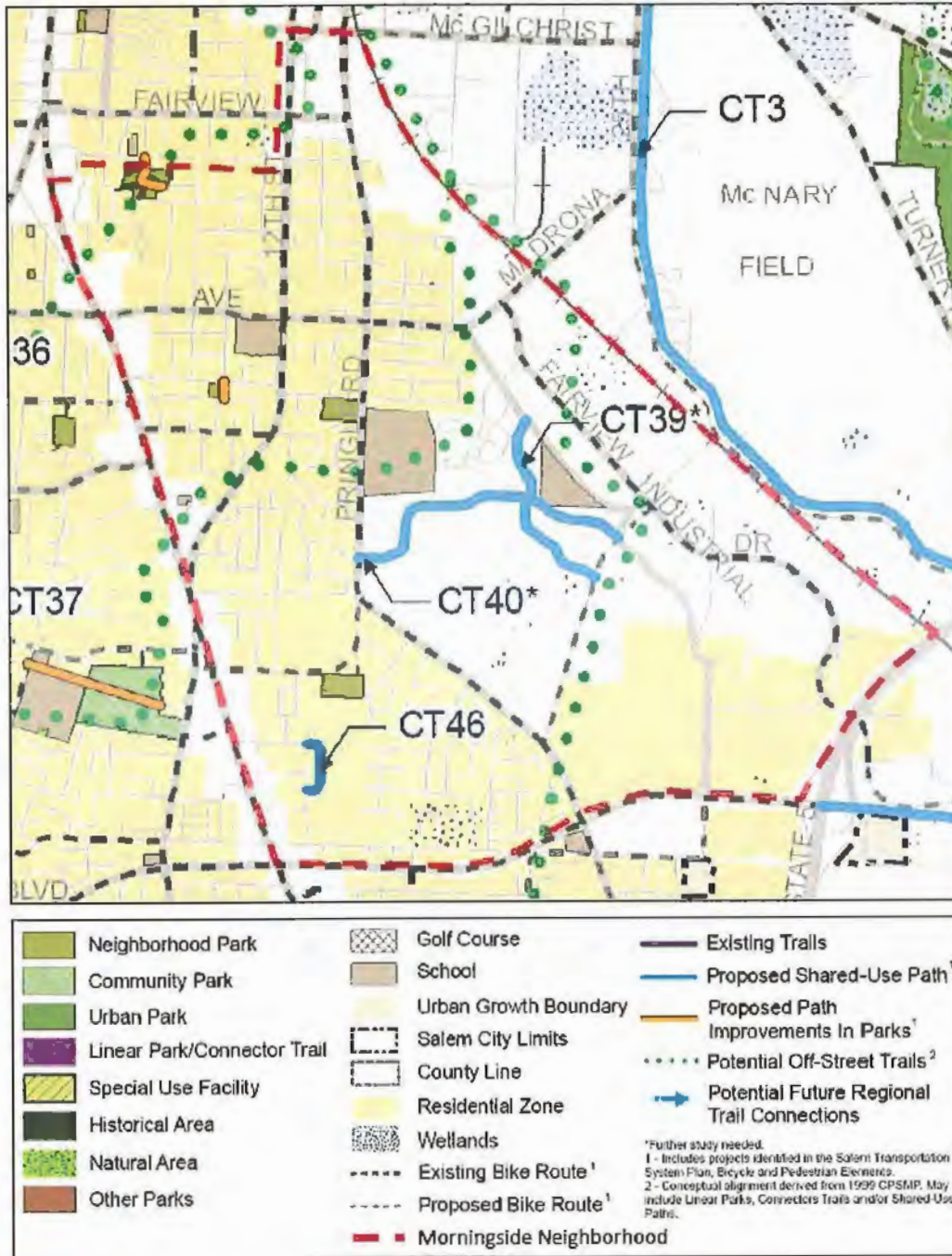
Figure 6.2: Planned Park System (from Parks Master Plan)





# MORNINGSIDE NEIGHBORHOOD PLAN

Figure 6.3: Planned Trail System (from Parks Master Plan)



## Chapter 7 – SUSTAINABILITY AND ENVIRONMENTAL QUALITY



### GOAL 15

Enhance the quality of life for current and future generations of residents by planning places that are resilient and provide multiple and equitable economic, environmental and social benefits.

#### POLICIES:

- 15.1 Promote resource conservation, waste reduction and pollution prevention through continued advancement of the City of Salem's Environmental Action Plan and the Salem Community Energy Strategy.
- 15.2 Support equal access to, and education regarding, local sustainability programs and resources.
- 15.3 The tenets of environmental justice shall be upheld to ensure a diverse neighborhood with equitable quality of life for residents of all family types and socio-economic backgrounds.
- 15.4 Support a vibrant and resilient local economy.

#### RECOMMENDED ACTIONS:

- A15.1 Support competitive innovation among Salem's development community to promote high-quality, sustainable project design.
- A15.2 Developers are encouraged to incorporate the standards and principles of the U.S. Green Building Council's Leadership in Energy and Environmental Design (LEED) program, or similar green building initiatives, in project design, construction and anticipated performance.

## MORNINGSIDE NEIGHBORHOOD PLAN

A15.3 Economic, environmental and social factors shall be considered in local decision-making regarding land use and facilities planning.

A15.4 The City should undertake a comprehensive Statewide Land Use Planning Goal 5 inventory to identify and promote protection of significant natural resources within the community.

### GOAL 16

Support development practices, business practices and infrastructure technology that minimize negative environmental impacts and resource needs, and improve water quality in Pringle and Clark Creeks.

#### POLICIES:

- 16.1 Stormwater runoff from new and existing development into Pringle Creek and Clark Creek should be minimized.
- 16.2 New and retrofitted development is encouraged to incorporate on-site renewable power generation methods such as solar photovoltaic, solar thermal, wind energy or clean back-up power supplies where feasible.
- 16.3 Development that maximizes investments in public infrastructure is encouraged.
- 16.4 The creation of new impervious surfaces should be minimized through the installation of permeable paving materials, green roofs, tree canopy, or other methods.
- 16.5 Employers should provide for and encourage telecommuting, flexible non-peak hour shifts, ride-share and/or transit incentives for employees.
- 16.6 Industrial developments must meet all environmental requirements and provide environmental safeguards.
- 16.7 High priority should be given to the elimination of infiltration and inflow from sanitary sewers or construction of additional sewage capacity along Pringle Creek.

#### RECOMMENDED ACTIONS:

- A16.1 The Morningside Neighborhood encourages development of a package of 'green' Salem Revised Code amendments to forward concepts including (but not limited to) the following:
  - a) Allow rain barrels and cisterns in side and rear yards, exempt from side and rear-yard setback requirements and from accessory structure footprint limitations;



## MORNINGSIDE NEIGHBORHOOD PLAN

- b) Establish provisions to allow alternative paving materials as approved hard-surface paving systems for off street parking areas and driveways;
- c) Count the area covered by a 'green roof' toward meeting a portion of applicable on-site landscaping requirements;
- d) Prioritize low-impact development (LID) practices in public streetscape design, development in riparian corridors and stormwater management;
- e) Allow for a percentage reduction of minimum off-street parking required for commercial developments adjacent to major arterial streets where tree plantings proposed within the parking lot exceed the minimum requirement of the zoning code by at least 25 percent.

A16.2 The Public Works Department should consider replacement of existing street lights with facilities utilizing solar power or induction bulbs.

A16.3 The City is encouraged to seek funding and administer a local grant program, similar to the Historic Toolbox Grant Program, for the purpose of promoting energy-efficient home remodels and new construction. The Morningside Neighborhood Association should provide assistance in identifying and securing grant funding for such a program.

A16.4 Residential multi-family developments located within 500 feet of a freeway, parkway, major arterial or other significant source of air pollution shall include design measures to promote the protection of residents from sources of air pollution.

A16.5 Applicants for new developments are encouraged to conduct a voluntary health impact assessment during project development, and incorporate design changes based on the assessment findings.

A16.6 To the extent practical, the market value of ecosystem services provided by a particular natural resource (wetland, significant tree, tree grove, etc.) should be considered in publicly-funded projects that may impact or remove such features.

## GOAL 17

Promote tree planting activities to increase the urban tree canopy of the Morningside Neighborhood to 25 percent.

### POLICIES:

- 17.1 Non-municipal sources of seedling stock, funding for planting, maintenance and care of trees should be sought and obtained.
- 17.2 Engage local volunteer organizations, watershed councils and government agencies to organize neighborhood-sponsored tree planting



## MORNINGSIDE NEIGHBORHOOD PLAN

events.

### RECOMMENDED ACTIONS:

A17.1 The Morningside Neighborhood Association shall develop a neighborhood tree planting strategy to leverage public-private partnerships, non-profit organizations and community volunteers in order to increase tree canopy throughout the neighborhood.

A17.2 At such time that City tree regulations are updated, consideration should be given to alternative methods or options for compliance with requirements such as basing preservation on inches of tree 'diameter' rather than the number of trees, or providing a sliding scale of ratio of percentage of significant trees preserved/total diameter preserved, to provide greater options for compliance.

## GOAL 18

Increase access to food, and the production of locally-grown food, within the Morningside Neighborhood.

### POLICIES:

18.1 Work closely with the ownership parties of the former Fairview Training Center site, as the area continues to develop, to organize a Morningside farmer's market at the Fairview property.

18.2 The Salem Parks and Transportation Division is encouraged to partner with recognized neighborhood associations to allow the establishment of community gardens within City-owned parks.

### RECOMMENDED ACTION:

A18.1 Any future commercial development in the Kuebler/I-5 Interchange Area – Northwest Quadrant should provide for establishment of at least a neighborhood-scale retail grocery store.

## Chapter 8 – PUBLIC FACILITIES AND COMMUNITY SERVICES



### GOAL 19

Ensure the provision of safe, economical and equitable street, water, sewer, education and governance systems for all citizens.

#### POLICIES:

- 19.1 Support stable and sustainable funding for public services.
- 19.2 Overhead utility lines should be located underground, whenever possible.
- 19.3 Street lights shall be installed within public rights-of-way at appropriate intervals to promote safe usage of public sidewalks and walkways at all times of the day.
- 19.4 Provide safe and convenient access to schools via sidewalks, bike paths and appropriate vehicle access to allow for safe drop-off and pick-up.
- 19.5 The adverse impacts of street construction projects on existing neighborhoods and facilities shall be minimized.
- 19.6 Encourage the development and maintenance of a drainage system that is adequate to relieve storm water problems throughout the drainage basins.
- 19.7 Neighborhood schools should be adequately supported and protected from adverse impacts caused by traffic and incompatible development.
- 19.8 The Morningside Neighborhood Association supports storm drainage strategies that encourage on-site retention of stormwater and provide an efficient and economically-feasible plan for piped and open channel flow where on-site retention is limited.

## MORNINGSIDE NEIGHBORHOOD PLAN

### RECOMMENDED ACTIONS:

- A19.1 The City should explore additional mechanisms to gather public input on major projects prior to applying for funds and entering into commitments to provide opportunity for concerns to be voiced at the earliest project stages.
- A19.2 Project designs for educational facilities should provide adequate, quality, safe schools for the children of Morningside.
- A19.3 Street maintenance should include maintaining currently unimproved streets (those without curbs and sidewalks).

### GOAL 20

Foster resident participation in the Morningside Community Emergency Response Team (CERT) and Neighborhood Watch programs.

### POLICIES:

- 20.1 Maintain open communication lines between CERT team, Neighborhood Watch volunteers, and the Salem Police and Fire Department staff.
- 20.2 Increase awareness and participation by providing program information on the Morningside Neighborhood Association webpage and at all neighborhood meetings.



## Chapter 9 – OPPORTUNITY AREAS

### OPPORTUNITY AREA 1: FAIRVIEW COMMERCE CENTER



Fairview Commerce Center, Salem Urban Development Department

#### OVERVIEW

The Fairview Industrial Park was identified as a potential major employment center by the City of Salem and State of Oregon the late 1970s and early 1980s (Project '90 Committee, 1981; Beckendorf & Associates, 1983). In 1984, an urban renewal plan was enacted to improve the overall appearance, condition and function of the area while eliminating blight conditions that impeded orderly redevelopment and effective economic development. The Fairview Industrial Park is dominated by the IBC (Industrial Business Campus) and IC (Industrial Commercial) zoning districts characterized by a mix of light manufacturing, corporate and state offices, and contracting businesses punctuated by accessory restaurant, service and community uses.

The IBC-zone designation was created in the early 1980s to facilitate an expected need for campus-like industrial development that would, in particular, attract and serve manufacturing and high-technology electronics sectors and their supporting uses. Boise Cascade's corrugated container plant, north of Madrona Avenue SE, was the first major development in the industrial park (1987); followed by Yamasa Corp. south of Madrona Avenue (1993). Siltec, which became Mitsubishi Silicon America and was later known as SUMCO, was



## MORNINGSIDE NEIGHBORHOOD PLAN

a key manufacturer in the industrial park and first purchased property in the area in 1994. However, the intended purpose of the IBC-zone did not materialize to the extent that had been projected. As the technical requirements for high-technology electronics changed and as production shifted to locations out of state and overseas, those facilities closed and have been converted to other industrial and business service uses.

The Fairview Industrial Park has seen a resurgence of development interest in the last decade. In response to both market trends and the economic realities of the “Great Recession,” the area has retained some industrial uses while broadening to include a mix of light manufacturing uses, professional office uses and a wide variety of accessory and supporting non-manufacturing uses. With this trend has come recognition by the development community and local government agencies that the IBC-zone may no longer provide adequate flexibility in its use allowances to accommodate this transition. In response, approximately 112 acres of former IBC-zoned land has been converted to the more flexible IC (Commercial Industrial) zoning designation since 2006. The zone changes sought to accommodate the above-described market shift to a “Fairview Commerce Center” have produced a hybrid district allowing only a selection of IC-zone uses while maintaining the development standards of the IBC-zone in order to maintain the large building setbacks from the streetscape, abundant landscaping, improved roadways and pedestrian and bicycle amenities, and open spaces that characterize the industrial park. The inclusion of office and professional uses within the industrial park has also coincided with the relocation of several state agency offices to the area, giving rise to debates as to the efficacy of allowing non-taxable entities to purchase land within an Urban Renewal Area established on the premise of generating tax increment.

Recent and innovative economic development programs established to spur development within the Fairview Commerce Center include the City’s Enterprise and Electronic Commerce Zone and Fairview Small Business Pilot Loan Program, which are intended to promote e-commerce and stimulate traded-sector job growth respectively in this dynamic and important local resource area. With approximately 70 acres of undeveloped parcels and many additional acres of underdeveloped land, the Commerce Center remains a significant regional employment center with great potential to fuel local economic growth and prosperity.

### GOAL 21

Maintain and enhance the Fairview Commerce Center as an innovative and market-responsive, economic development asset (Figure 9.1).

#### POLICIES:

- 21.1 The Fairview Commerce Center should be promoted and managed as a significant regional employment center, providing diverse private investment opportunities and a preponderance of family-wage jobs, and contributing to the economic and social livelihood of the City of Salem.

## MORNINGSIDE NEIGHBORHOOD PLAN

- 21.2 Limited retail and service uses are encouraged with new and retrofitted development to provide Fairview Commerce Center employees opportunities within walking distance to fulfill functions such as eating and commerce on breaks and before/after work.
- 21.3 Whenever possible, future development should take advantage of potential synergistic opportunities afforded by the adjacency of the Commerce Center to the Union Pacific Railroad tracks and the Salem Municipal Airport.
- 21.4 Employ green stormwater infrastructure to avoid the flow of untreated stormwater runoff from impervious surfaces into Pringle Creek and its tributaries.
- 21.5 New uses and development within the Fairview Commerce Center should contribute toward the property tax base of the City of Salem.
- 21.6 Within the Fairview Commerce Center, the design standards and landscaping requirements of the IBC (Industrial Business Campus) zone and Fairview Urban Renewal Area (City of Salem, 1984) shall be maintained in any update or replacement of the IBC zoning district.

### RECOMMENDED ACTIONS:

- A21.1 The City should amend the IBC zone to reduce the need for Comprehensive Plan and zone changes in this district to allow the trend toward establishment of predominantly family-wage employers, traded-sector industries and light industrial uses. Ideally, the amendment should be applicable to the IBC-zone holistically and not limited to the Fairview Commerce Center.
- A21.2 The Urban Development Department should build upon the success of the Fairview Small Pilot Loan Program (City of Salem, 2011) and develop additional, expanded, performance-based incentives that promote the creation of family-wage jobs.
- A21.3 Private or publicly-owned wayfinding signage, similar to that installed downtown, should be installed to connect the Fairview Commerce Center to nearby neighborhoods, natural resource areas and the city's downtown in a safe manner.
- A21.4 The City, the Morningside Neighborhood Association and private property owners should work cooperatively to establish a network of publicly accessible, publicly or privately-owned, multi-use pathways along Pringle Creek and potentially north/south adjacent the Union Pacific Railroad tracks as called for in the Parks Master Plan, connecting the Morningside Neighborhood to the city's downtown (Figures 9.1 and 9.2).
- A21.5 The Morningside Neighborhood supports changes to the zoning and Comprehensive Plan designations for existing residentially-zoned

## MORNINGSIDE NEIGHBORHOOD PLAN

properties within the Fairview Commerce Center to classifications that are supportive of industrial and office uses to facilitate expansion of the commerce center south to Marietta Street SE and Interstate 5, as illustrated in Figure 9.2.

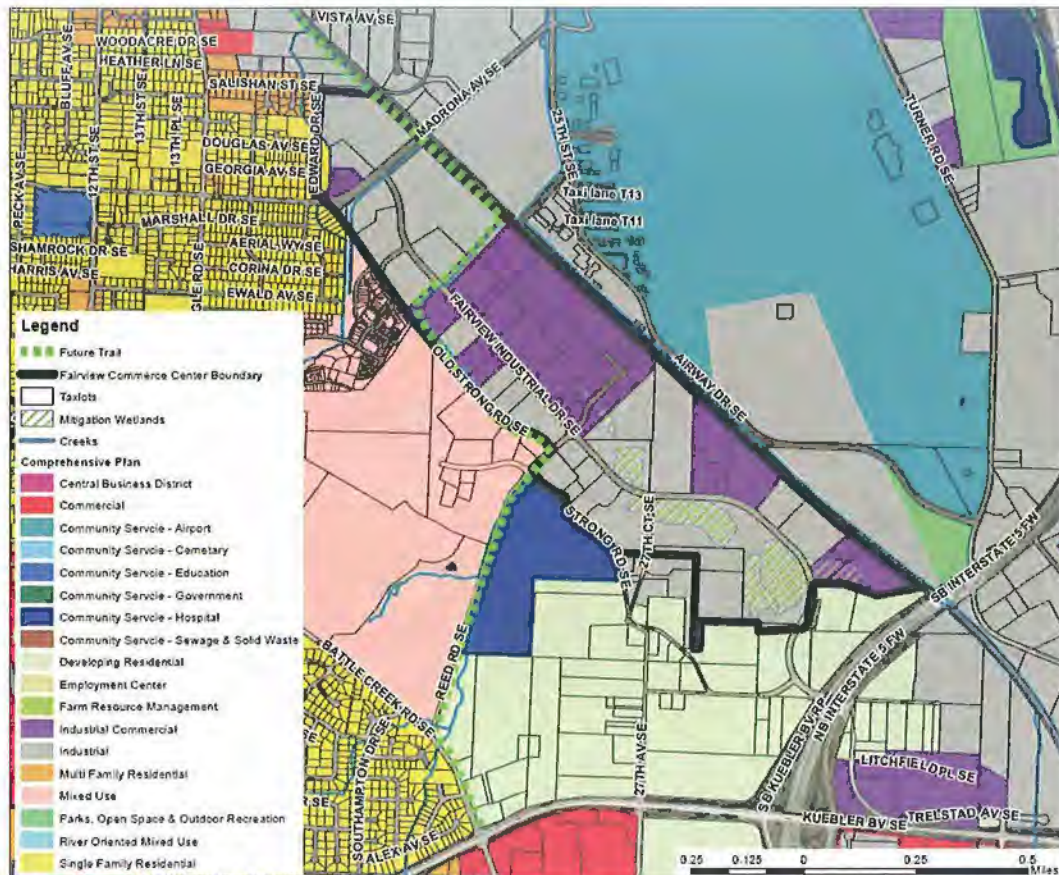
### GOAL 22

Enhance walkability and natural resource protection to promote the use of alternative transportation options and a healthy environment within Fairview Commerce Center.

#### POLICIES:

- 22.1 Pedestrian connectivity between the Fairview Commerce Center and existing and future residential development at the former Fairview Training Center site should be maximized.
- 22.2 The pedestrian walkway system and mitigation wetland pathway system within the Fairview Commerce Center are important amenities that shall be maintained and enhanced over time.

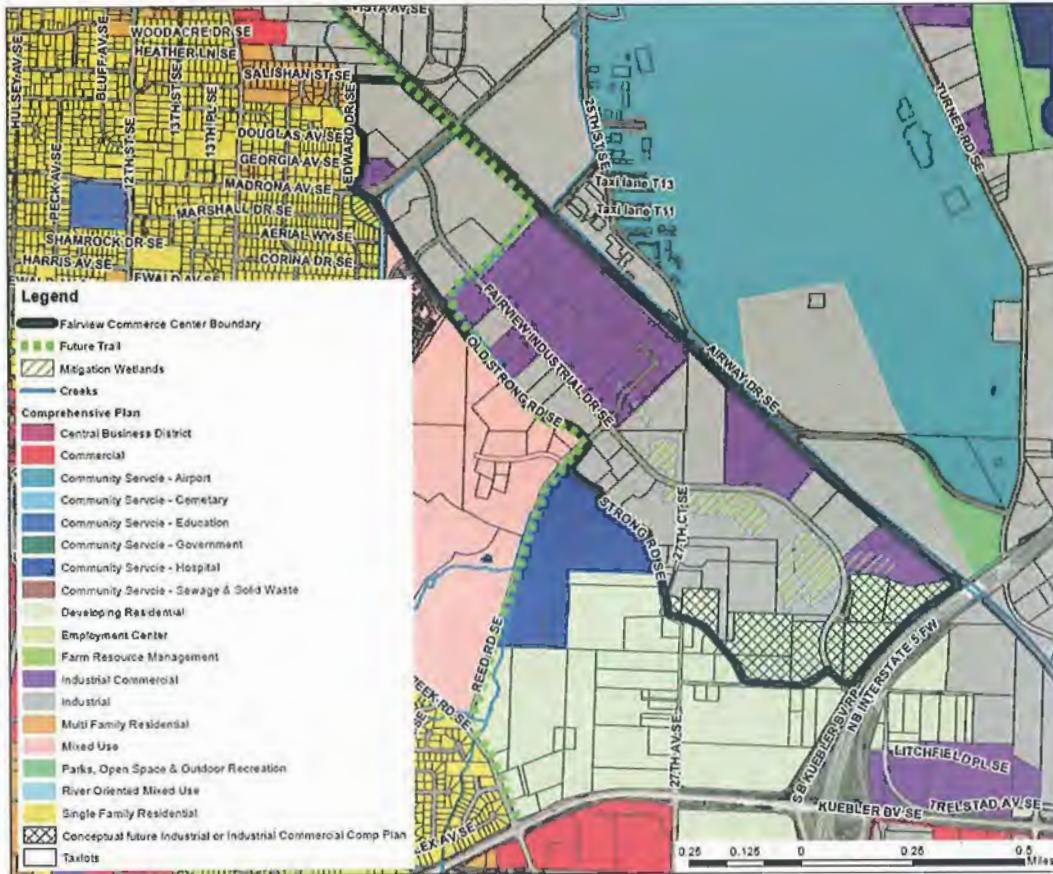
Figure 9.1: Fairview Commerce Center, Existing Boundaries and Comprehensive Plan Designations





# MORNINGSIDE NEIGHBORHOOD PLAN

Figure 9.2: Fairview Commerce Center, Conceptual Future Boundaries and Comprehensive Plan Designations



\*This map has been provided for illustrative purposes only. In no event is the City of Salem liable for damages from the use of this illustration.



## OPPORTUNITY AREA 2: FORMER FAIRVIEW TRAINING CENTER (SUSTAINABLE FAIRVIEW)



Source: Fairview Training Center Redevelopment Master Plan

### OVERVIEW

A defining feature of the Morningside Neighborhood is the former Fairview Training Center site, which comprises the bulk of Salem's land zoned for mixed-use development, affecting 275 acres generally bound by Battle Creek and Pringle Roads to the west, Reed and Old Strong Roads to the south and east, and Leslie Middle school and single-family residential neighborhoods to the north (Figure 9.3). The site was operated by the State of Oregon between 1908 and 2000 as a facility to house and educate developmentally-disabled persons.

The property was surplus by the State in 2000 and purchased in 2002 by a group of investors and academics known as Sustainable Fairview Associates (SFA). Between 1998 and 2003, a community-level planning effort was led by SFA in partnership with the City of Salem to craft a vision for redevelopment of the site as a model of sustainable, equitable and highly walkable, mixed-use development, the Fairview Master Plan (Sustainable Fairview Associates, 2005). Complementing the sustainable vision embodied in the Master Plan is a set of regulatory provisions allowing for flexible zoning provisions crafted by and tailored to individual developments, intended to alleviate regulatory barriers to realizing the Master Plan vision. The results of this effort were formalized with the creation of the "Mixed Use" Comprehensive Plan designation and "Fairview Mixed Use" (FMU) zoning district in 2003 and adoption of the Fairview Master Plan (Figure 9.4) by the Salem City Council in 2005.

Three developments have been approved on the site thus far, affecting approximately 113 acres of the former state institution. The development plans approved to date preserve substantial natural and community open space, promote compact and higher-density urban development, and provide for an interconnected and diverse transportation system intended to promote non-single-occupancy vehicle travel within the Fairview site. The site is identified as

## MORNINGSIDE NEIGHBORHOOD PLAN

an *Existing Mixed-Use Opportunity Area* on the *Salem Urban Area Nodes and Corridors Map* of the Comprehensive Plan, and its continued redevelopment pursuant to the Fairview Master Plan will substantially reshape and redefine the character of the Morningside Neighborhood.

### GOAL 23

Promote redevelopment of the former Fairview Training Center site (Figure 9.3) that is innovative, sustainable, equitable and consistent with the goals, policies and objectives of the Fairview Master Plan (Figure 9.4).

#### POLICIES:

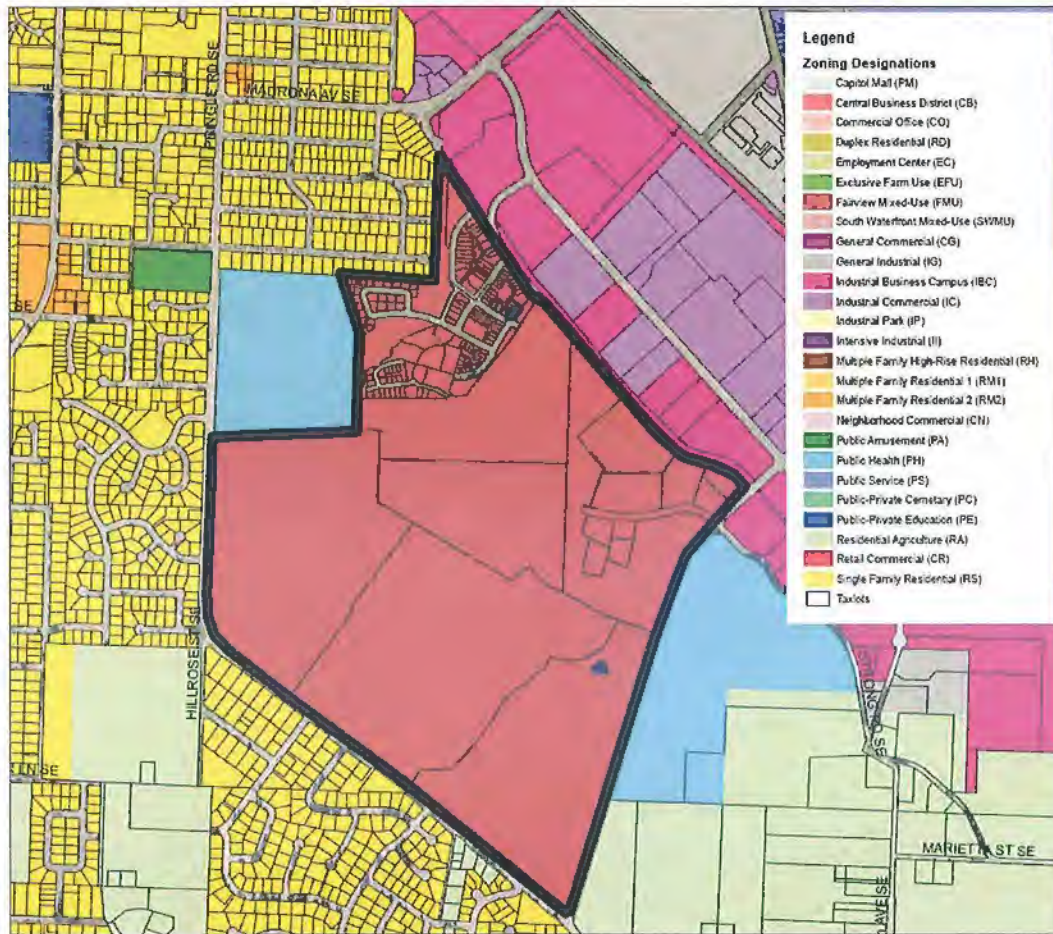
- 23.1 The Morningside Neighborhood Association endorses the adopted Fairview Master Plan promoting mixed-use, sustainable development on 275 acres at the former Fairview Training Center site.
- 23.2 Coordination is encouraged between private developers and the Salem-Keizer Transit District to foster residential densities, employment uses and infrastructure supportive of the establishment of transit service within Fairview site as envisioned in the Fairview Master Plan.
- 23.3 Pedestrian, bicycle and vehicle connections are emphasized between refinement plan areas and existing and future residential and employment uses to the south, east and west of the Fairview site.
- 23.4 The Fairview site shall serve as a model for *green* public street, stormwater and utility infrastructure designs, successful examples of which should be considered for adoption and implementation as appropriate on a citywide basis.

#### RECOMMENDED ACTIONS:

- A23.1 Applicants for Fairview Refinement Plans should engage the Morningside Neighborhood Association to obtain early input prior to filing an application with the City of Salem.
- A23.2 The former Fairview Training Center site ownership group is encouraged to assess and update the Fairview Master Plan at 5-year intervals to ensure the plan is kept current with changing site conditions, socio-economic trends, public services and technological advances in sustainability science. The ownership group should petition for corresponding updates of the applicable portions of Salem Revised Code.

# MORNINGSIDE NEIGHBORHOOD PLAN

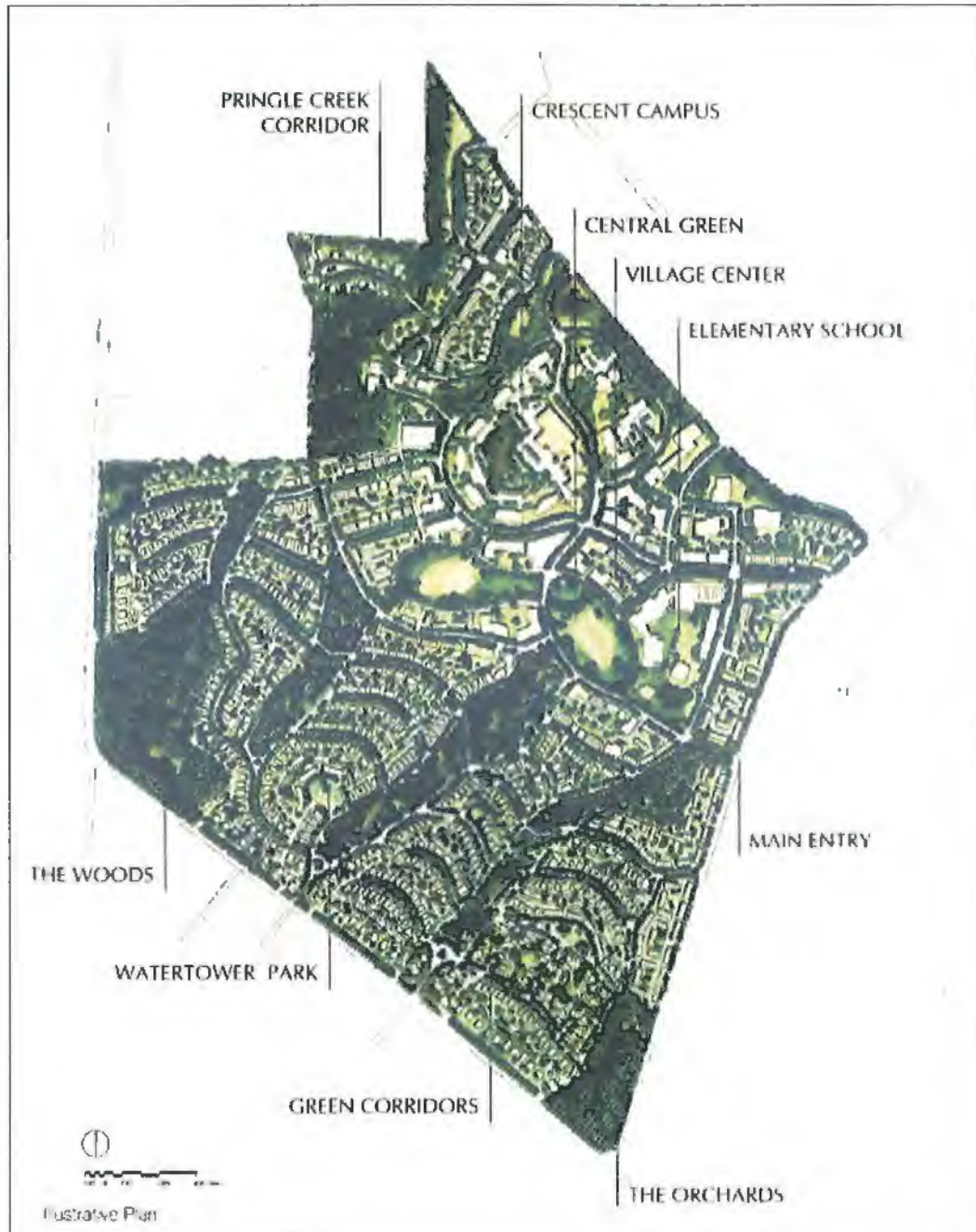
Figure 9.3: Former Fairview Training Center Site





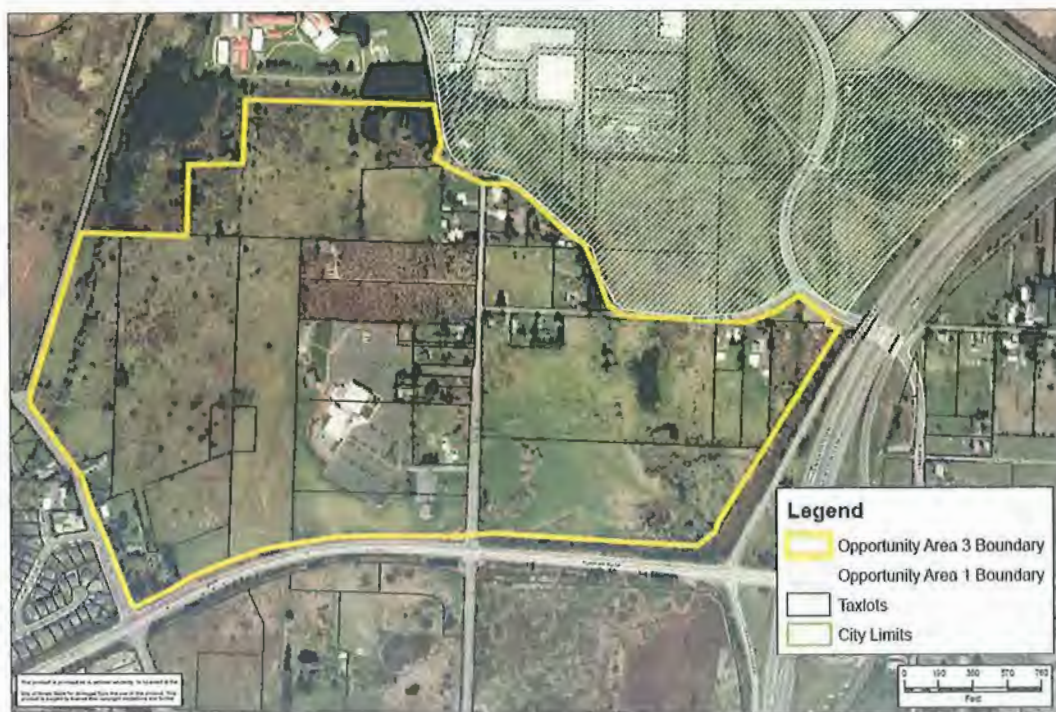
# MORNINGSIDE NEIGHBORHOOD PLAN

Figure 9.4: Fairview Master Plan, Illustrative Plan





## OPPORTUNITY AREA 3: KUEBLER/I-5 INTERCHANGE AREA, NW QUADRANT



### OVERVIEW

A key Opportunity Area in the Morningside Neighborhood is the Northwest Quadrant of the Kuebler/I-5 Interchange Area. The Northwest Quadrant, depicted in Figure 9.5, is approximately 167 acres in size and is bound by Kuebler Boulevard SE to the south, Interstate Highway 5 to the east, Battle Creek and Reed Road SE to the west, and the Hillcrest School, Strong Road SE and Marietta Street SE to the north. The Opportunity Area boundary is generally within the area identified in the Oregon Department of Transportation (ODOT) Kuebler Boulevard Interchange Management Plan (IAMP) (CH2MHILL, 2009). The purpose of the 2009 IAMP is to ensure safe and efficient operations, minimize the need for future major interchange improvements, and protect the function of the interchange over time and the public investment in the facility.

Kuebler Boulevard is the principal east-west arterial connection to the site and between south and east Salem. It also provides a connection to an eastern loop route around Salem that includes Cordon Road, Hazel Green Road, and Chemawa Road (CH2MHILL, 2009). Kuebler Boulevard is classified as a Parkway in the Salem Transportation System Plan (TSP). The cross-section for a Parkway is an 80-foot paved width (five lanes including median/turn lane, in addition to bicycle lanes) within a 120-foot right-of-way. In the vicinity of the Northwest Quadrant, Kuebler is currently improved with a 64-foot paved width within a fluctuating 170 to 259-foot-wide public right-of-way. In addition to the

## MORNINGSIDE NEIGHBORHOOD PLAN

requirements of the TSP, the IAMP recommends a number of future improvements to Kuebler Boulevard to accommodate future development in the interchange area.

The majority of the land within the Northwest Quadrant is designated as Developing Residential in the Comprehensive Plan, zoned RA (Residential Agricultural), and largely comprised of existing residential-agricultural uses. The Morning Star Community Church represents the largest non-residential development within this area. The Comprehensive Plan indicates the future use of Developing Residential land as primarily single family and multi-family residential with supporting and compatible uses, including schools, parks and churches. However, the intent statement for this designation also acknowledges that Developing Residential land "...will be considered as available over time for urban development..." and anticipates the eventual "...conversion of Developing Residential or Urbanizable Areas to Urban Development..." Comprehensive Plan and zone change approvals will be required prior to establishment of most commercial, industrial and higher-density residential development in this area.

The Salem Futures project (1998-2003) identified the Kuebler/I-5 interchange area as a potential location for a mixed-use center. Key priorities identified in the neighborhood planning process include protection of the public investment in and function of Kuebler Boulevard, creation of a distinct community destination that fosters economic vitality and encourages pedestrian walkability as lands within the Northwest Quadrant develop, establishment of alternate transportation routes to and through the Northwest Quadrant, and mitigation of increased vehicle traffic along Kuebler Boulevard. The Opportunities Area Map included in Figure 9.6 is intended to provide guidance and, in concert with goals, policies and recommended actions below, convey neighborhood priorities regarding future land use patterns in the Northwest Quadrant.

### GOAL 24

Future development in the Kuebler/I-5 Interchange Area Northwest Quadrant should elevate the community to a new standard by creating a vibrant and distinct destination that incorporates thoughtful urban design and an integrated transportation system that accommodates and encourages all modes of travel. This experience should foster a built environment that connects employers, residents, workers, patrons and visitors; emphasizes sustainability; and minimizes impacts on surrounding communities.

#### POLICIES:

- 24.1 Multiple buildings within a project area should be arranged to foster a positive functional relationship with one another and a visually appealing urban form.
- 24.2 Development in this area should provide for a high degree of pedestrian connectivity between buildings, parking areas and the adjacent streetscape.

## MORNINGSIDE NEIGHBORHOOD PLAN

- 24.3 Adjacent developments should provide for internal vehicle and pedestrian cross access between project sites whenever possible.
- 24.4 The Morningside Neighborhood strongly supports acquisition of land and development of a Community or Large Urban Park in the vicinity of the City-owned (Coburn Reservoir) properties as identified in the Parks Master Plan.
- 24.5 Heritage elements such as viewpoints, significant trees and other features associated with area homestead sites should be incorporated into or memorialized in development plans, where practicable.
- 24.6 Future development should take into account the existing approach corridor for Salem Municipal Airport runway 34 and should be consistent with Federal Aviation Administration (FAA) guidelines for land use and noise compatibility.
- 24.7 Treatment of parking lot stormwater drainage should incorporate the use of bio-swales, pervious pavement and natural filtration, minimizing direct storm drainage into waterways.
- 24.8 The Morningside Neighborhood encourages cost-efficient development principles and fiscal impact analysis to inform decision-making, assess life-cycle infrastructure costs, and determine the fiscal impacts of development.
- 24.9 Linkages should be established between public and private open spaces to accommodate wildlife movement through the area and allow for the development of the off-street trail system and multi-use pathways depicted in the Parks Master Plan and Transportation System Plan.
- 24.10 Private development interests should engage the Morningside Neighborhood Association to achieve successful project outcomes that balance the needs of the neighborhood, the broader Salem community and the region.
- 24.11 Private developers should engage the Salem-Keizer Transit District before filing development applications with the City, and integrate existing and planned transit service into project designs.

### RECOMMENDED ACTIONS:

- A24.1 The Morningside Neighborhood is supportive of future Comprehensive Plan and zone changes to allow for a mix of residential densities, non-residential and mixed-use development within the Kuebler/I-5 Interchange Area Northwest Quadrant as depicted in Figure 9.6.
- A24.2 New single-family residential development on parcels abutting the Interstate 5 right-of-way is discouraged.



### GOAL 25

Protect the community's investment in Kuebler Boulevard SE as the primary east-west arterial in South Salem through effective access management and mobility planning for all modes of transportation.

#### POLICIES:

- 25.1 Traffic impacts resulting from development in the Kuebler/I-5 Interchange Area Northwest Quadrant shall be mitigated to protect the functionality of, and maximize the public investment in, Kuebler Boulevard SE and Interstate Highway 5.
- 25.2 New two-way or signalized driveways should not be permitted onto Kuebler Boulevard between 27<sup>th</sup> Avenue SE and the Interstate 5 right-of-way.
- 25.3 The Morningside Neighborhood supports transportation infrastructure improvements in the vicinity of the Kuebler/I-5 interchange that improve the flow of vehicle traffic and provide for functional and safe passage of non-motorized transportation and pedestrians.
- 25.4 Future development patterns between 27<sup>th</sup> Avenue SE and Battle Creek/Reed Road SE should provide the following:
  - a) A high degree of street connectivity, with particular emphasis on through-connections to Reed Road SE;
  - b) Walkable block lengths;
  - c) Adequate intersection density to promote the use of non-motorized transportation.
- 25.5 Holistic consideration should be given to the cumulative transportation impacts of development within the four quadrants of the Kuebler/I-5 Interchange Area.

#### RECOMMENDED ACTIONS:

- A25.1 The Morningside Neighborhood supports the use of innovative, alternative intersection designs in the Kuebler/I-5 Interchange Area to maximize safety and mobility for all modes of travel (Figure 9.7). Examples may include, but are not limited to:
  - a) Displaced left-turn intersections;
  - b) Median U-turn intersections;
  - c) Through-about intersections; and
  - d) Roundabouts.
- A25.2 To provide for efficient pedestrian movement and safety, the City and ODOT should explore opportunities to construct a grade-separated pedestrian crossing over Kuebler Boulevard connecting the Kuebler/I-5



## MORNINGSIDE NEIGHBORHOOD PLAN

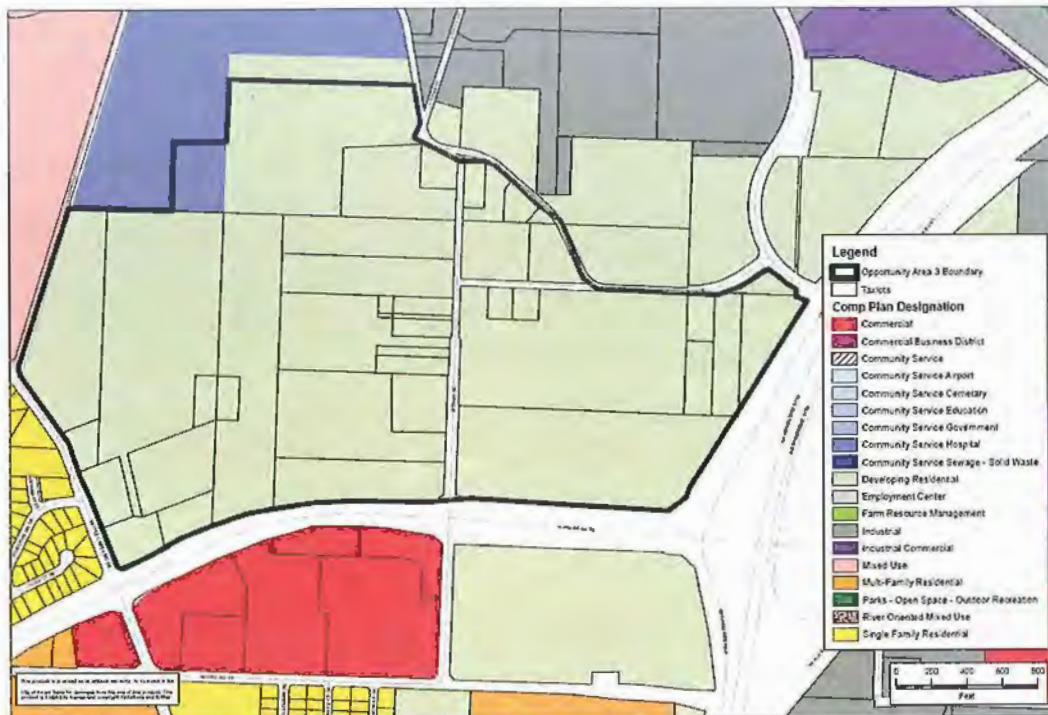
Interchange Area northwest and southwest quadrants.

A24.3 The Morningside Neighborhood strongly supports the establishment of east/west transit service along Kuebler Boulevard and an eventual extension of Salem-Keizer Transit District Bus Line 7 to connect to such service.

A25.4 Development in this area should be well integrated with local mass transit service. Developers should work with the Salem-Keizer Transit District to support establishment of east/west transit along Kuebler Boulevard and cut-through service from Kuebler Boulevard to the existing bus line along Fairview Industrial Drive SE.

A24.5 Private development interests are encouraged to should work closely with ODOT and City staff to find cost-effective solutions to northwest quadrant site constraints, including but not limited to interchange improvements, wetland management and public utility infrastructure placement.

Figure 9.5: Kuebler/I-5 Interchange Area Northwest Quadrant, Existing Comprehensive Plan Designations



# MORNINGSIDE NEIGHBORHOOD PLAN

Figure 9.6: Opportunity Areas Map



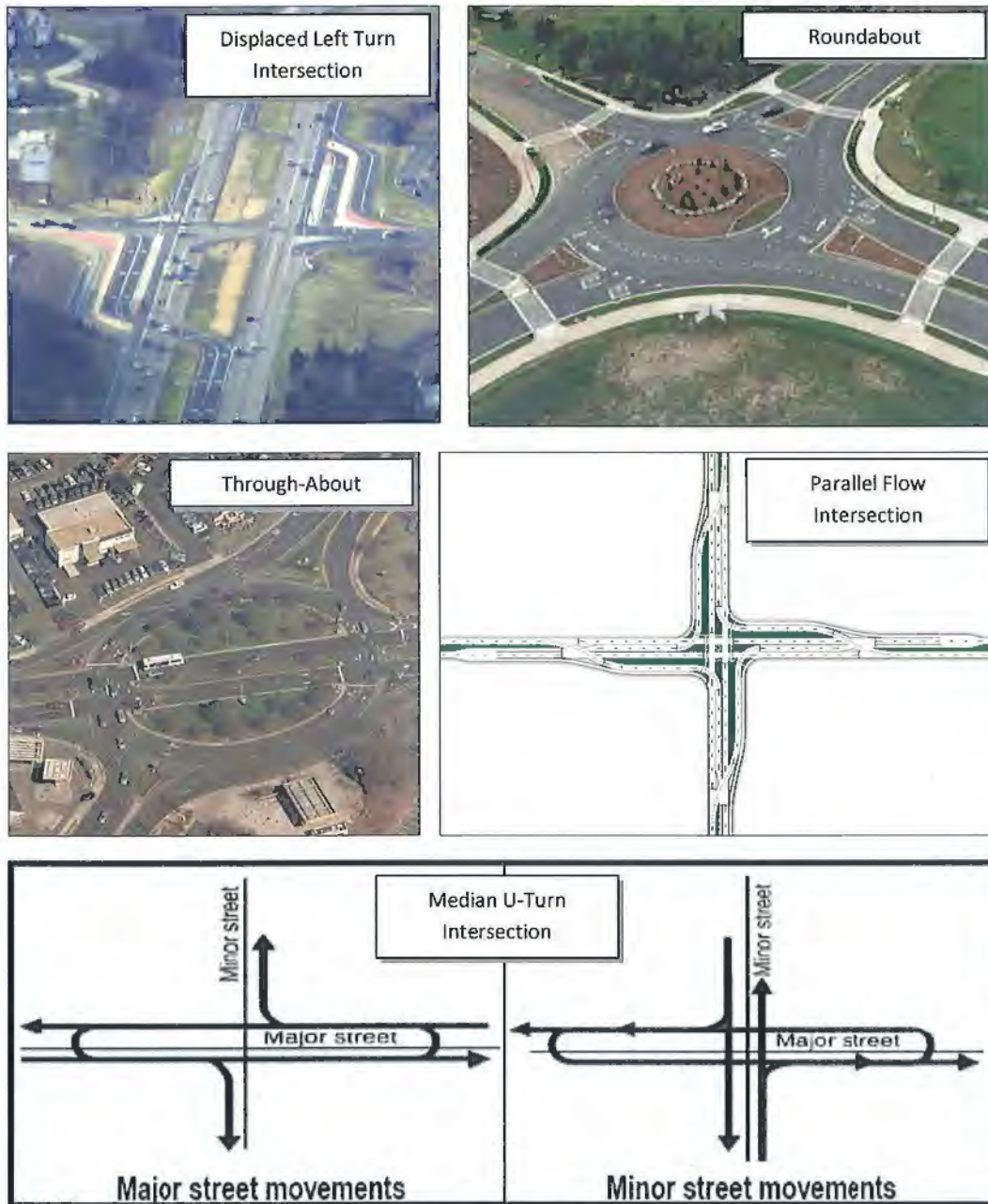
\*This map has been provided for illustrative purposes only. In no event is the City of Salem liable for damages from the use of this illustration.





# MORNINGSIDE NEIGHBORHOOD PLAN

Figure 9.7: Alternative Intersection Design Examples (Conceptual)



Source: U.S. Department of Transportation, Federal Highway Administration.



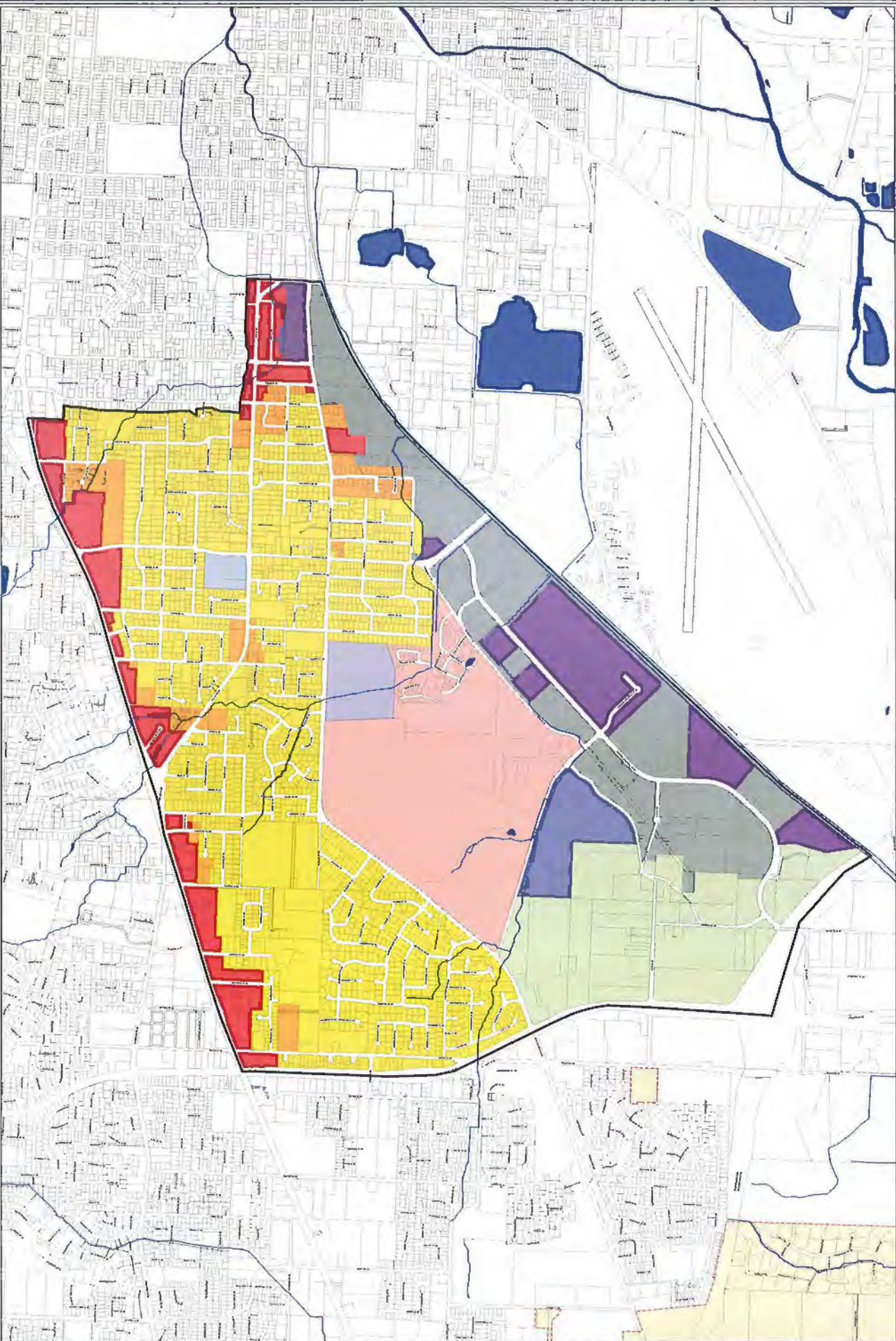


# Morningside Neighborhood Plan

## Generalized Land Use Map

**City of Salem**  
Community Development Department

July  
**2013**



**Key**

**Land Use Designations**

- Commercial
- Community Service Education
- Community Service Government
- Community Service Hospital
- Developing Residential
- Industrial
- Industrial Commercial
- Mixed Use
- Multi-Family Residential
- Single Family Residential
- Creeks
- Lakes
- Salem City Limits
- Outside Salem City Limits
- UGB
- Morningside Neighborhood Association



Map prepared by the City of Salem, Community Development Department. The map is for informational purposes only and does not constitute a contract or warranty of any kind. The City of Salem is not responsible for any errors or omissions on this map. The map is subject to change without notice.







# Glossary of Terms

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## **Accessory Dwelling Unit (ADU)**

Sometimes referred to as a 'secondary' or 'in-law' unit. An ADU is a second dwelling unit created on a lot with a house. The second unit is created auxiliary to, and is always smaller than, the primary dwelling. The unit incorporates independent living facilities including provisions for sleeping, cooking, and sanitation, and is designed for residential occupancy by one or more people, independent of the primary dwelling unit. The unit may have a separate exterior entrance or an entrance to an internal common area accessible to the outside. Accessory Dwelling Units may be detached or attached to the primary dwelling unit. (Adapted from Title 33, Portland Zoning Code § 910)

## **Alternative Paving Materials**

An alternative paving material is one of the following: porous asphalt, porous concrete, permeable interlocking concrete pavers, permeable pavers, decomposed granite, crushed rock, gravel, and restrained systems (a plastic or concrete grid system confined on all sides to restrict lateral movement, and filled with gravel or grass in the voids). (Los Angeles Municipal Code § 12.21)

## **CERT**

Acronym for Salem Community Emergency Response Team. The CERT program helps train volunteers to assist their communities when a disastrous event overwhelms or delays the community's professional response. (Salem Fire Department, Emergency Management)

## **Common Green**

A street that provides for pedestrian and bicycle access, but not vehicle access, to abutting property and generally provides a common area for use by residents. A common green may function as a community 'front yard' yard and provide required street frontage for residential lots to allow urban densities on properties with limited street frontage onto a public street. Hard and soft landscape features may be included in a common green, such as groundcover, trees, shrubs, surfaced paths, patios, benches, or gazebos. (Adapted from Title 33, Portland Zoning Code § 910)

## **Ecosystem Services**

Ecosystem services are the benefits that human communities enjoy as a result of natural processes and biological diversity including (but not limited to) fish and wildlife habitat, the water cycle, filtration of air and water pollution, pollination, mitigation of environmental hazards, control of pests and diseases, carbon sequestration, avoidance of carbon dioxide emissions, and maintenance of soil productivity. Conservation and sustainable land and resource management can protect and promote ecosystem services. (Oregon Watershed Enhancement Board)

### **Enclosure**

A visual quality of the streetscape resulting from the spatial relationship, commonly expressed as a ratio of building height to right-of-way width, between the street and adjacent buildings, street trees and other elements that provide vertical definition. Recognized as a key component of creating a satisfactory, comfortable space. Spaces can be framed by landforms, fences, walls, structures, trees and landscaping. (Saint Louis Great Streets Initiative)

### **Environmental Justice**

Environmental Justice is the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. (US Environmental Protection Agency)

### **Family-Wage Jobs**

Jobs with average wages above 180 percent of the minimum wage. (Oregon Laws, 2011 c.564 § 2)

### **Health Impact Assessment (HIA)**

HIA is a process that helps evaluate the potential health effects of a plan, project or policy before it is built or implemented. An HIA can provide recommendations to increase positive health outcomes and minimize adverse health outcomes. HIA brings potential public health impacts and considerations to the decision-making process for plans, projects, and policies that fall outside the traditional public health arenas, such as transportation and land use. (US Centers for Disease Control and Prevention)

### **Level of Service (LOS)**

LOS is a qualitative measure used to describe traffic operations. It is expressed as a letter designation A through F. LOS A indicates that traffic flows freely and that, generally, no vehicle waits longer than one red traffic light signal. LOS E indicates that an intersection or street is approaching capacity, with significant traffic delays during peak travel periods. LOS F indicates that the intersection has exceeded its effective capacity. (Salem Transportation System Plan)

### **Low Impact Development (LID)**

A stormwater management and land development strategy applied at the parcel and subdivision scale that emphasizes conservation and use of on-site natural features integrated with engineered, small-scale hydrologic controls to more closely mimic predevelopment hydrologic functions. (Clean Water Services)

### **Mixed-Use Development**

(1) A combination of retail and residential uses, or office and residential uses, in a single building or separate buildings on the same lot or contiguous lots. (2) A combination of retail, office and residential uses, in a single building or separate buildings on the same lot or contiguous lots. Mixed Use Development includes, but is not limited to, Mixed Use Buildings as defined in SRC 119.700. (Salem Revised Code Chapter 143F.020(b))



### **Pocket Park**

A pocket park is a small outdoor space, usually no more than ¼ of an acre, most often located in an urban area that is surrounded by commercial buildings or houses on small lots, with no places for people to gather, relax, or to enjoy the outdoors. There is no set design for a pocket park; each one is different depending on the size and use of the space. They are also called vest pocket parks, a term first used in the 1960's. (Keep Indianapolis Beautiful, Inc.)

### **Riparian Corridor**

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 fifty feet horizontally from the top of bank on each side of a waterway with less than one thousand cubic feet per second average annual stream flow, and seventy five feet horizontally from the top of bank on each side of a waterway with one thousand or more cubic feet per second average annual stream flow (Willamette River). (Salem Revised Code Chapter 68.020(p))

### **Shared Court**

A courtyard-like right-of-way that provides shared vehicle, pedestrian, and bicycle access to abutting property. The access for all modes is accommodated on the same surface and not differentiated by grade separation. Like a common green, a shared court may function as a community yard. A shared court includes traffic calming measures to ensure safe co-existence of vehicles, pedestrians, and bicycles in the same space. Shared courts should be designed to prioritize use of the right-of-way by pedestrians. Hard and soft landscape features may be included in a shared court, such as trees, shrubs, patterned brick paving, or benches. (City of Portland, 2010)

### **Sustainability**

Using, developing and protecting resources in a manner that enables people to meet current needs and provides that future generations can also meet future needs, from the joint perspective of environmental, economic and community objectives. (Oregon Laws, 2001 c.918 § 1; 2001 c.918 § 16)

### **Urban Ecotone**

A transition area of urban fabric between different socio-political and cultural communities, such as an urbanized business district and a low-density suburban neighborhood. It has some of the characteristics of each bordering community and often contains a combination of land uses not found in the overlapping typologies. An ecotone may exist where two local communities of differing characteristics blend together. (Adapted from Gaffney, 2009)

### **Vehicle Miles Traveled (VMT)**

Refers to the total distance traveled by motor vehicles in a specified area for a given period of time. (Oregon Department of Transportation)

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**FUTURE REPORT:  
FOR COUNCIL MEETING OF:  
AGENDA ITEM NO.:**

March 17, 2014

March 24, 2014

8.1 (a)

April 14, 2014

4 (a)

**TO: MAYOR AND CITY COUNCIL**  
**THROUGH: LINDA NORRIS, CITY MANAGER**  
**FROM: GLENN W. GROSS, DIRECTOR**  
**COMMUNITY DEVELOPMENT DEPARTMENT**

**SUBJECT: ADOPTION OF THE UPDATED MORNINGSIDE NEIGHBORHOOD  
PLAN TO REPLACE THE 1984 MORNINGSIDE NEIGHBORHOOD  
PLAN (CA13-08)**

**ISSUE:**

Should the City Council hold a public hearing regarding Ordinance Bill No. 2-14, adopting the Goals, Policies, Generalized Land Use Map and support documents of the updated Morningside Neighborhood Plan, and amending SRC Chapter 64 (Comprehensive Planning), and after such hearing, determine whether to advance Ordinance Bill No. 2-14 to second reading?

**RECOMMENDATION:**

Staff recommends that the City Council hold a public hearing regarding Ordinance Bill No. 2-14, adopting the Goals, Policies, Generalized Land Use Map and support documents of the updated Morningside Neighborhood Plan, and amending SRC Chapter 64 (Comprehensive Planning), and after such hearing, advance Ordinance Bill No. 2-14 to second reading.

**SUMMARY:**

The Morningside Neighborhood Association and the City of Salem partnered in 2011 to update the Morningside Neighborhood Plan. The purpose of a neighborhood plan is to provide goals and policies to inform decisions affecting the neighborhood with regard to livability, land use, development, public facilities, and economic growth. The updated Neighborhood Plan is the product of extensive public outreach and input by neighborhood residents, property owners, businesses, members of the development community and other community stakeholders. The Morningside Neighborhood Plan is available online at: [www.cityofsalem.net/morningside360](http://www.cityofsalem.net/morningside360).

**BACKGROUND:**

A neighborhood plan is a written plan embodying citizen desires on a broad range of concerns in a designated neighborhood. The purpose of a neighborhood plan is to provide detailed goals and policies for the designated neighborhood in a manner consistent with the Comprehensive Plan. Preparation of a neighborhood plan is one of

the responsibilities of recognized neighborhood associations as set forth in SRC Chapter 64 – Comprehensive Planning. There are currently nine adopted neighborhood plans, including the original 1984 Morningside Neighborhood Plan. The most recent neighborhood plan to be adopted by City Council is the West Salem Neighborhood Plan, which was adopted in 2004.

## **FACTS AND FINDINGS:**

### **Procedural Findings:**

1. The Morningside Neighborhood Plan was adopted as part of the Salem Area Comprehensive Plan in 1984, as referenced in Salem Revised Code (SRC) 64.005(g)(8). In 2011 the Morningside Neighborhood Association and the City of Salem partnered to update the Morningside Neighborhood Plan. The draft updated Morningside Neighborhood Plan was adopted by resolution by a vote of the Morningside Neighborhood Association Executive Board on July 10, 2013.
2. On August 20, 2013, a joint work session was held between the Planning Commission and the Morningside Neighborhood Association to exchange comments about the Neighborhood Plan and give the neighborhood association an opportunity to refine the Plan. The finalized Plan was adopted by the Morningside Neighborhood Board on October 9, 2013, and the Morningside Neighborhood Association Chair submitted a Notice of Completion to the Urban Planning Administrator on October 21, 2013.
3. A public hearing was held before the Planning Commission on December 3, 2013. On December 17, 2013, the Planning Commission unanimously adopted a recommendation that the City Council adopt the Goals, Policies and Generalized Land Use Map of the Updated Morningside Neighborhood Plan as a component of the Comprehensive Plan, and portions of the Updated Morningside Neighborhood Plan other than the Goals, Policies and Generalized Land Use Map as support documents, to replace the 1984 Morningside Neighborhood Plan.

In its recommendation the Planning Commission made the following amendment to the Residential Development narrative, underlined below (Chapter 3, page 16, paragraph 2):

*“The Salem-Keizer Housing Needs Analysis prepared for the Mid-Willamette Valley Council of Governments (EcoNorthwest, 2011) indicates that the City of Salem has a surplus capacity of 2,200 acres of single-family residential designated land, and a deficit of 228 acres of multi-family designated land through 2032 based on population, housing cost and income projections. The City of Salem is undertaking an updated, Salem-specific, Housing Needs Analysis for the fiscal year 2013/2014. It may be appropriate to revisit the Plan’s residential Goal, Policy and Recommended Action statements at a later date, giving particular consideration to multi-family housing, based on the conclusions of the updated Housing Needs Analysis. The Morningside Neighborhood recognizes that future residential development may include a higher-*



density and more compact urban form to respond to this need. The Goal, Policy and Recommended Action statements below reflect emergent priorities during the Morningside 360° process and are intended to protect and enhance the single-family residential character of the neighborhood, and provide for high-quality and context-sensitive multi-family and residential infill development.”

4. Adoption of a Neighborhood Plan involves both the process to adopt the Plan, which is initiated upon the submission of a resolution by the Neighborhood Association to the Planning Administrator pursuant to SRC 64.325(d) certifying that the Neighborhood Association has adopted the draft Plan; and a formal amendment of the Comprehensive Plan.

Only the Goals, Policies and Generalized Land Use Map may be considered for adoption as a component of the Comprehensive Plan. The Goals, Policies and Generalized Land Use Map that are adopted must be consistent with the Comprehensive Plan and the statewide planning goals. Portions of a neighborhood plan other than the Goals, Policies and Generalized Land Use Map may also be adopted as support documents. Support documents serve as a policy guide for the Comprehensive Plan. Specific recommendations as to land use or public improvements shall not be adopted, but may be considered in making legislative land use decisions affecting the neighborhood. Formal adoption of a Neighborhood Plan as a component of the Comprehensive Plan is classified as a Major Comprehensive Plan Amendment per SRC 64.020(b). On November 4, 2013, the City Council adopted Resolution No. 2013-70 to initiate the process to adopt the updated Morningside Neighborhood Plan, and referred the matter to the Planning Commission for its recommendation.

5. This amendment requires a 35-day notification to the Director of the Department of Land Conservation and Development (DLCD) pursuant to SRC 300.1110(d). Notice was provided to DLCD on October 15, 2013.
6. Pursuant to SRC 64.335 the City Council shall hold a public hearing on the updated Morningside Neighborhood Plan within 120 days after receiving the Planning Commission’s recommendation.

#### **Plan Specifics:**

7. The updated Morningside Neighborhood Plan was developed through a planning and public engagement process known as *Morningside 360°* with multiple stakeholders including the Morningside Neighborhood Association, neighborhood residents, property owners, business operators, community organizations and other interested persons.

The *Morningside 360°* process was kicked-off with a public open house on September 28, 2011. The updated Neighborhood Plan combines earlier planning efforts undertaken by the Morningside Neighborhood Association with contemporary public input provided at the project kickoff, ten goal and policy development meetings, eight neighborhood work sessions, three public

informational meetings, stakeholder interviews, and via other means of public engagement. Overall the project has involved input from over 100 Morningside residents, property owners, business operators and community stakeholders, City staff and agency partners.

8. The updated Neighborhood Plan contains Goals, Policies and Recommended Actions to define and shape the Morningside Neighborhood, and includes the following substantive components:

Chapter 1	Introduction
Chapter 2	Neighborhood Vision and Profile
Chapter 3	Land Use and Urban Design
Chapter 4	Neighborhood Heritage
Chapter 5	Transportation
Chapter 6	Parks, Recreation and Open Space
Chapter 7	Sustainability and Environmental Quality
Chapter 8	Public Facilities and Community Services
Chapter 9	Opportunity areas
	Generalized Land Use Map
	Conceptual Land use Map

Several highlights from the updated Morningside Neighborhood Plan include:

- Innovative Residential Development Concepts: Chapters 3 and 7 contain Goals, Policies and Recommended Actions that are intended to protect the character of established residential neighborhoods while diversifying Morningside's housing stock and increase housing choices, foster context-sensitive and sustainable designs, reinforce the streetscape, and promote innovative approaches to subdivision layouts and infill housing.
- Commercial Corridor Revitalization: Chapter 3 contains Goals, Policies and Recommended Actions that promote the retrofit of Commercial Street SE as a signature commercial corridor; promoting usability of the streetscape by all modes of transportation, support for enhanced connections between commercial and residential areas and between commercial buildings and the streetscape. A significant theme for commercial development is increasing pedestrian safety in commercial zones. The Plan also supports the establishment of mutually beneficial partnerships between the Neighborhood Association and the local business community.
- Maintaining Fairview Industrial Park as a Community Asset: Chapter 9, Opportunity Area 1, contains Goals, Policies and Recommended Actions that support the creation of predominantly family-wage jobs within the Fairview Industrial Park (Fairview Commerce Center), maintaining the Park as an innovative and market-responsive economic development asset, and expansion of innovative programs to promote business recruitment and retention. The Plan also encourages development that contributes to the local property tax base; supports a holistic approach to amending the Park's land use framework to

reduce site-specific Comprehensive Plan map changes and zone changes; re-thinks the appropriate mix of allowable land-uses; and promotes maintaining high quality design requirements and enhancement of area natural resources and pedestrian walkway systems. The Plan also envisions a conceptual future expansion of the Industrial Park southward to Marietta Street SE.

- An Updated Vision for the Kuebler/I-5 Interchange, NW Quadrant: Chapter 9, Opportunity Area 3, contains Goals, Policies, Recommended Actions and a Conceptual Land Use Map demonstrating support for future land use (Comprehensive Plan map and zone district) changes to allow a balanced combination of retail, dining and office uses, neighborhood services, community amenities, mixed-use and residential uses in an area that is currently designated as Developing Residential on the Comprehensive Plan Map and zoned RA – Residential Agricultural. The Plan also encourages a high degree of street connectivity between 27<sup>th</sup> Avenue SE and Reed and Battle Creek Roads as the area develops – including a conceptual extension of Marietta Street SE to Reed Road as a Collector Street, encourages thoughtful urban design, and emphasizes holistic consideration of traffic impacts to protect the community's investment in Kuebler Blvd and its interchange with Interstate Highway 5.


## **CONCLUSION**

As provided in the facts and findings above and the Planning Commission Public Hearing staff report dated December 3, 2013 (Attachment 1), the updated Morningside Neighborhood Plan is consistent with the Salem Area Comprehensive Plan, Statewide Land Use Planning Goals and the applicable criteria of the Salem Revised Code. Therefore, staff recommends that the City Council adopt the Planning Commission's recommendation and advance Ordinance Bill No. 2-14 to second reading for enactment.

## **ALTERNATIVES:**

The City Council may:

1. Advance Ordinance Bill No. 2-14 to second reading for enactment.
2. Refer the matter back to the Planning Commission for additional deliberation.
3. Take no action.

  
\_\_\_\_\_  
Lisa Anderson-Ogilvie, AIC Planning Administrator

## **Attachments:**

1. Planning Commission Recommendation dated December 17, 2013
2. Planning Commission staff report dated December 17, 2013 (minus the attachments)

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*Si necesita ayuda para comprender esta informacion, por favor llame  
503-588-6173*

**NOTICE OF  
RECOMMENDATION**

**RECOMMENDATION OF PLANNING COMMISSION**

**CODE AMENDMENT CASE NO. CA13-08**

WHEREAS, on November 4, 2013, an amendment to the Salem Area Comprehensive Plan was initiated by City Council Resolution No. 2013-70 to adopt the updated Morningside Neighborhood Plan, and referred to the Planning Commission; and

WHEREAS, after due notice, a public hearing on the updated Neighborhood Plan was held before the Planning Commission on December 3, 2013, at which time witnesses were heard and testimony received; and

WHEREAS, the Planning Commission having carefully considered the entire record of this proceeding, including the testimony presented at the hearing, and after due deliberation and being fully advised; NOW THEREFORE

BE IT RESOLVED BY THE PLANNING COMMISSION OF THE CITY OF SALEM, OREGON:

Section 1. FINDINGS:

The Planning Commission hereby adopts as its findings of fact the staff report on this matter dated December 3, 2013, herewith attached and by this reference incorporated herein.

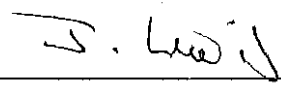
Section 2. ORDER:

Based upon the foregoing findings and conclusions, the Planning Commission RECOMMENDS the City Council take the following action:

Adopt the Goals, Policies and Generalized Land Use Map of the updated Morningside Neighborhood Plan as a component of the Comprehensive Plan, and portions of the updated Morningside Neighborhood Plan other than the Goals, Policies and Generalized Land Use Map as support documents, to replace the 1984 Morningside Neighborhood Plan, with one amendment to give particular consideration to multi-family housing pending the outcome of the Salem Housing Needs Analysis.

**PLANNING COMMISSION VOTE**

5 YES      0 NO      2 ABSENT (Fry, Guyer)

  
\_\_\_\_\_  
Jim Lewis, President  
Salem Planning Commission

**ATTACHMENT 1**

PLANNING DIVISION  
555 LIBERTY ST. SE, RM 305  
SALEM, OREGON 97301  
PHONE: 503-588-6173  
FAX: 503-588-6005





Pursuant to SRC 64.335 the City Council shall hold a public hearing on the updated Morningside Neighborhood Plan within 120 days after receiving the Planning Commission's recommendation. The City Council may adopt the plan as originally submitted, recommend changes to the neighborhood plan, adopt such portions thereof it deems appropriate, or abandon the proposal.

The City Council will make a final decision on the proposal. The appeal of the Council decision would be to the Oregon Land Use Board of Appeals. The appeal period is 21 days from the mailing date of the Council decision.


The case file and copies of the staff report are available upon request at Room 305, Civic Center, during City business hours, 8:00 a.m. to 5:00 p.m. Contact Jason Richling, Project Manager, at 503-540-2326 or [jrichling@cityofsalem.net](mailto:jrichling@cityofsalem.net) to review the case file.

To learn more about planning in Salem, visit our website at:

**<http://www.cityofsalem.net/planning>**

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**TO:** PLANNING COMMISSION

**FROM:** JASON RICHLING, AIC/URBAN PLANNING ADMINISTRATOR 

**SUBJECT:** ADOPTION OF THE UPDATED MORNINGSIDE NEIGHBORHOOD PLAN TO REPLACE THE 1984 MORNINGSIDE NEIGHBORHOOD PLAN (CA13-08)

**ISSUE:**

Shall the Planning Commission recommend to the City Council that it adopt the Goals, Policies and Generalized Land Use Map of the Updated Morningside Neighborhood Plan as a component of the Comprehensive Plan, and portions of the Plan other than the Goals, Policies and Generalized Land Use Map as support documents, to replace the 1984 Morningside Neighborhood Plan?

**RECOMMENDATION:**

Staff recommends the Planning Commission recommend to the City Council that it adopt the Goals, Policies and Generalized Land Use Map of the Updated Morningside Neighborhood Plan as a component of the Comprehensive Plan, and portions of the Plan other than the Goals, Policies and Generalized Land Use Map as support documents, to replace the 1984 Morningside Neighborhood Plan.

**BACKGROUND:**

**Morningside Neighborhood Plan Update:**

The Morningside Neighborhood Association and the City of Salem have partnered to update the Morningside Neighborhood Plan (Neighborhood Plan), which was originally adopted by the City Council in 1984. A neighborhood plan is a written plan embodying citizen desires on a broad range of concerns in a designated neighborhood. The purpose of a neighborhood plan is to provide detailed goals and policies for the designated neighborhood in a manner consistent with the Comprehensive Plan. Preparation of a neighborhood plan is one of the responsibilities of recognized neighborhood associations as set forth in SRC Chapter 64 – Comprehensive Planning. There are currently nine adopted neighborhood plans, the most recent being the West Salem Neighborhood Plan, which was adopted by City Council in 2004.

The updated Neighborhood Plan was developed through a planning and public engagement process known as *Morningside 360°* by multiple stakeholders including the Morningside Neighborhood Association, neighborhood residents, property owners, business operators, community organizations and other interested persons. The *Morningside 360°* process was kicked-off with a public open house on September 28, 2011. The updated Neighborhood Plan combines earlier planning efforts undertaken by the Morningside Neighborhood Association with contemporary public input provided at the project kickoff, ten goal and policy development meetings, eight neighborhood work sessions, three public informational meetings, stakeholder interviews, and via other means of public engagement. Overall the project has involved input from over 100 Morningside residents, property owners, business operators and community stakeholders, City staff and agency partners. The draft updated Neighborhood Plan was

adopted by the Morningside Neighborhood Association Executive Board by resolution on July 10, 2013, and submitted to the Urban Planning Administrator on July 22, 2013.

The updated Neighborhood Plan contains Goals, Policies and Recommended Actions to define and shape the Morningside Neighborhood, and includes the following substantive components:

Chapter 1	Introduction
Chapter 2	Neighborhood Vision and Profile
Chapter 3	Land Use and Urban Design
Chapter 4	Neighborhood Heritage
Chapter 5	Transportation
Chapter 6	Parks, Recreation and Open Space
Chapter 7	Sustainability and Environmental Quality
Chapter 8	Public Facilities and Community Services
Chapter 9	Opportunity areas

Generalized Land Use Map  
Conceptual Land use Map

The draft updated Morningside Neighborhood Plan is available online at:  
[www.cityofsalem.net/morningside360](http://www.cityofsalem.net/morningside360).

Several highlights from the updated Morningside Neighborhood Plan include:

- Innovative Residential Development Concepts: Chapters 3 and 7 contain Goals, Policies and Recommended Actions that are intended to protect the character of established residential neighborhoods while diversifying Morningside's housing stock and increase housing choices, foster context-sensitive and sustainable designs, reinforce the streetscape, and promote innovative approaches to subdivision layouts and infill housing.
- Commercial Corridor Revitalization: Chapter 3 contains Goals, Policies and Recommended Actions that promote the retrofit of Commercial Street SE as a signature commercial corridor; promoting usability of the streetscape by all modes of transportation, support for enhanced connections between commercial and residential areas and between commercial buildings and the streetscape. A significant theme for commercial development is increasing pedestrian safety in commercial zones. The Plan also supports the establishment of mutually beneficial partnerships between the Neighborhood Association and the local business community.
- Maintaining Fairview Industrial Park as a Community Asset: Chapter 9, Opportunity Area 1, contains Goals, Policies and Recommended Actions that support the creation of predominantly family-wage jobs within the Fairview Industrial Park (Fairview Commerce Center), maintaining the Park as an innovative and market-responsive economic development asset, and expansion of innovative programs to promote business recruitment and retention. The Plan also encourages development that contributes to the local property tax base, supports a holistic approach to amending the Park's land use framework to reduce site-specific Comprehensive Plan and zone changes and re-think the appropriate mix of allowable land-uses, and promotes maintaining high quality design requirements and enhancement of area natural resources and pedestrian walkway systems. The Plan also envisions a conceptual future expansion of the Industrial Park southward to Marietta Street SE.

- An Updated Vision for the Kuebler/I-5 Interchange, NW Quadrant: Chapter 9, Opportunity Area 3, contains Goals, Policies, Recommended Actions and a Conceptual Land Use Map demonstrating support for future land use (Comprehensive Plan and zone district) changes to allow a balanced combination of retail, dining and office uses, neighborhood services, community amenities, mixed-use and residential uses in an area that is currently designated as Developing Residential on the Comprehensive Plan Map and zoned RA – Residential Agricultural. The Plan also encourages a high degree of street connectivity between 27<sup>th</sup> Avenue SE and Reed and Battle Creek Roads as the area develops – including a conceptual extension of Marietta Street SE to Reed Road as a Collector Street, encourages thoughtful urban design, and emphasizes holistic consideration of traffic impacts to protect the community's investment in Kuebler Blvd and its interchange with Interstate Highway 5.

On August 20, 2013, a joint work session was held between the Planning Commission and the Morningside Neighborhood Association to exchange comments about the Neighborhood Plan and give the neighborhood association an opportunity to refine the Plan. Comments received from the Planning Commission at the work session, and from several Morningside property owners, included a recommendation that the updated Neighborhood Plan provide further consideration of multi-family lands and development outside the context of small-scale residential infill, given the need identified in the 2011 Salem-Keizer Housing Needs Analysis, and the potential outcomes of the upcoming Salem Housing Needs Analysis; and requests for changes to the Conceptual Land Use Map.

These issues were discussed at the September 11, 2013, Morningside Neighborhood Association meeting and by the *Morningside 360°* working group on October 3, 2013. The resulting changes include:

1. *Amendment of the Residential Development narrative (Attachment 1, page 16, paragraph 2 - new language underlined).*

**Comments:** The added *Residential Development* narrative language responds to the Planning Commission recommendation that the updated Neighborhood Plan should acknowledge and consider additional future multi-family housing policies pending the outcome and conclusions of the upcoming Salem Housing Needs Analysis. Such outcomes could include (but not be limited to) recommended Comprehensive Plan policies regarding multi-family lands, and strategies to re-zone lands to meet the identified demand. The addition of this language to the narrative documents the intent of the Morningside Neighborhood to remain receptive to diverse strategies for meeting Salem's future housing needs.

In addition, it was noted that the former Fairview Training Center site currently contains additional lands that allow for multi-family development. The 435-unit Fairview Hills development approved in 2012 represents a substantial contribution to the City's multi-family stock and a component of the 1,600 – 2,000 residential units that may be constructed on the site in accordance with the Fairview Master Plan. The potential remains for all manner of plex, townhouse and mixed-use development on the property.

2. *Amendment of the Conceptual Land Use Map (Attachment 1, pages 64 and 67) to omit the reference to 'future single family residential' in favor of 'future residential.' This change affects approximately 75 acres of land in the Kuebler/I-5 NW Quadrant that were previously designated as 'future single-family residential' on the Conceptual Land Use Map.*



**Comments:** The re-designation of approximately 75 acres of existing RA – Residential Agricultural land in the Kuebler/I-5 NW Quadrant to 'future residential' on the Conceptual Land Use Map indicates neighborhood support for a variety of residential densities in this area rather than limiting future residential development to exclusively single-family per the current zoning and Comprehensive Plan designation. While the Conceptual Land Use Map is not adopted and is non-binding, these changes, in combination with the Plan Goals and Policies, demonstrate support for a variety of residential development types, including multi-family, in the Kuebler/I-5 NW Quadrant.

To accommodate the changes to the Conceptual Land Use Map, Recommended Action A24.1 (Attachment 1, Page 61) was also modified to demonstrate support for a future *mix of residential densities* in the Kuebler/I-5 Interchange Area, Northwest Quadrant.

The finalized Plan changes were adopted by the Morningside Neighborhood Board on October 9, 2013. The Morningside Neighborhood Association Chair submitted a Notice of Completion to the Urban Planning Administrator on October 21, 2013.

### **Neighborhood Plan Adoption Process:**

Adoption of a Neighborhood Plan involves both the process to adopt the Plan, which is initiated upon the submission of a resolution by the Neighborhood Association to the Planning Administrator pursuant to SRC 64.325(d) certifying that the Neighborhood Association has adopted the draft Plan; and a formal amendment of the Comprehensive Plan.

Only the Goals, Policies and Generalized Land Use Map may be considered for adoption as a component of the Comprehensive Plan. The Goals, Policies and Generalized Land Use Map that are adopted must be consistent with the Comprehensive Plan and the statewide planning goals. Portions of a neighborhood plan other than the Goals, Policies and Generalized Land Use Map may also be adopted as support documents. Support documents serve as a policy guide for the Comprehensive Plan. Specific recommendations as to land use or public improvements shall not be adopted, but may be considered in making legislative land use decisions affecting the neighborhood. Formal adoption of a Neighborhood Plan as a component of the Comprehensive Plan is classified as a Major Comprehensive Plan Amendment per SRC 64.020(b). On November 4, 2013, the City Council adopted Resolution No. 2013-70 to initiate the process to adopt the updated Morningside Neighborhood Plan, and referred the matter to the Planning Commission for its recommendation.

### **Next Steps:**

Following the public hearing the Planning Commission shall make recommendations to the City Council as to what action it deems appropriate. SRC 64.335 requires that an additional public hearing be held before the City Council on the final draft of the updated Neighborhood Plan within 120 days following receipt of the Planning Commission's recommendation.

### **FACTS AND FINDINGS:**

#### **Procedural Findings:**

1. The Morningside Neighborhood Plan was adopted as part of the Salem Area Comprehensive Plan in 1984, as referenced in Salem Revised Code (SRC) 64.005(g)(8).
2. The City of Salem and the Morningside Neighborhood Association have undertaken a collaborative effort to update the Morningside Neighborhood Plan.

3. The process to update the Morningside Neighborhood Plan, "Morningside 360°," commenced in September, 2011.
4. Morningside property owners, residents, businesses and other community stakeholders were engaged in the development of the updated Morningside Neighborhood Plan in accordance with SRC 64.325.
5. The updated Morningside Neighborhood Plan was adopted by resolution by a vote of the Morningside Neighborhood Association Executive Board on July 10, 2013.
6. A joint work session between the Salem Planning Commission and the Morningside Neighborhood Executive Board was held on August 20, 2013 pursuant to SRC 64.330(a).
7. Adoption of a Neighborhood Plan is a "Major Comprehensive Plan Amendment" under SRC 64.020(b).
8. The City Council has standing to initiate major amendments to the Comprehensive Plan as provided in SRC 64.020(e)(1).
9. On November 4, 2013, the City Council adopted Resolution No. 2013-70, initiating the process to amend the Salem Area Comprehensive Plan to adopt the updated Morningside Neighborhood Plan, and referred the matter to the Planning Commission for its recommendation.
10. This amendment requires a 35-day notification to the Director of the Department of Land Conservation and Development (DLCD) pursuant to SRC 300.1110(d). Notice was provided to DLCD on October 15, 2013.
11. In accordance with SRC 61.330(c) a public hearing is scheduled before the Planning Commission on December 3, 2013, to receive testimony and make recommendations to the City Council on what action to take regarding the amendment. Notice of the public hearing was provided in accordance with SRC 300.1110(e).

#### **Findings of Fact – Compliance with Relevant Plans and Regulations**

Adoption of the updated Morningside Neighborhood Plan is classified as a *Major Comprehensive Plan Amendment* under SRC 64.020(b). Per SRC 64.020(f)(1) a *Major Comprehensive Plan Amendment* may be made if the amendment is in the best interest of the public health, safety and welfare of the City, and provided that the amendment is consistent with the applicable Statewide Land Use Planning Goals. SRC 64.320(a) further requires that the Goals, Policies and Generalized land use map shall be consistent with the Comprehensive Plan. Per SRC 64.005(m) support documents are adopted by ordinance, but are not part of the Comprehensive Plan and are not land use regulations. Section II.F.2 of the Comprehensive Policies Plan requires that support documents be consistent with the Comprehensive Plan. Finally, the process for development of a neighborhood plan must meet the requirements of SRC 64.325.

This section contains findings of fact that show how the proposed updated Morningside Neighborhood Plan complies and is consistent with the following:

1. State of Oregon: Statewide Planning Goals

2. City of Salem: Salem Comprehensive Plan
3. City of Salem: SRC Chapter 64

## Statewide Planning Goals

### GOAL 1: CITIZEN INVOLVEMENT

*(To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.)*

**Finding:** The community was engaged throughout the *Morningside 360°* planning process, crafted the Plan Goals and Policies, and provided extensive input on the various topic areas included in the Plan. An outreach consultant was retained for the purposes of project branding, developing an effective community engagement plan, and designing outreach materials for the project. Overall the project has involved input from over 100 Morningside residents, property owners, business operators and community stakeholders, City staff and agency partners. The *Morningside 360°* public outreach activities are summarized below:

- **Postcard Mailer:** A postcard mailer was developed and delivered via standard U.S. to all Morningside property owners and businesses to announce the September 28, 2011, project kick-off meeting and to provide information on how to become involved in the *Morningside 360°* planning effort. A digital version of the post card was also distributed via email to Morningside resident and business email addresses provide by the City's Neighborhood Enhancement Division.
- **Project Website:** A city-hosted *Morningside 360°* webpage was created and updated with project materials; including meeting notes, background materials and upcoming meeting dates and times, project contacts, and information on how to be involved in the neighborhood planning process.
- **Email Updates:** Notifications for all *Morningside 360°* meetings, public open houses, Neighborhood Association meetings and document updates were regularly distributed via email to citizen participants, area businesses, the Salem Area Chamber of Commerce, members of the development community, outside agencies, community organizations and other interested parties.
- **Community Surveys:** Two community surveys were deployed during the early project stages. The first was distributed in hard-copy during the September 28, 2011, kick-off meeting and online thereafter, and focused on identifying neighborhood priorities, strengths and opportunities, and additional ideas regarding public outreach. The second survey was made available online in late 2011 for the purpose of prioritizing the large number of community comments received at the time regarding Parks, Recreation and Open Space. Results of the surveys were provided to the Working Group and made available to the public.
- **Goal and Policy Development Meetings:** Ten community meetings were held between November 2011 and April 2012 to gather input from the project Working Group and the public on topics including: the general structure and content of the plan; housing and neighborhood heritage; parks, open space and connectivity; the Salem Transportation System Plan, commercial zones; Kuebler/I-5 Interchange Area – NW Quadrant; Fairview Industrial Park; the former Fairview Training Center site; and natural resources. Meeting discussions were facilitated by City staff and the Morningside Neighborhood Chair, and

Informed by input from and/or presentations by key staff and outside agency representatives with particular expertise regarding the topics areas.

- Neighborhood Association Meetings: Updates regarding the *Morningside 360°* project were provided at each of the Morningside Neighborhood Association's monthly meetings since September 2011. Monthly Neighborhood Association meetings were also utilized for the purpose of obtaining a vote of the Morningside Neighborhood Board on policy issues and project milestones throughout the development of the Plan.
- Targeted Mailings: Due to the conceptual land use changes that the Plan envisions in the Kuebler/I-5 Interchange Area, NW Quadrant, two targeted mailings were conducted to notify area property owners, business operators and community stakeholders within the focus area regarding upcoming meetings where the Kuebler/I-5 Interchange Area, NW Quadrant would be discussed, and solicit their input, opinions and perspectives.
- Public Open House/Informational Meetings: Four public open houses/informational meetings, consisting of the project kick-off meeting and three public informational meetings, were held at centrally-located and transit-accessible venues in the Morningside Neighborhood during the early evening hours to encourage attendance and convenience for neighborhood residents, property owners, business operators and other stakeholders.
- Social Media: The *Morningside 360°* project utilized social media for community outreach through the use of Facebook, and Twitter. Profiles for the project were provided on each social media site, which were updated with meeting information, project updates and relevant or interesting web links.
- Print Media: The *Morningside 360°* project kickoff and public informational meetings were publicized in press releases issued by the City and posted on the City's website homepage. The project was also featured in the City's February 2012 'Community Connection' newsletter, and has been the subject of several 'South Salem Community' blog posts in the Statesman Journal.
- Stakeholder Interviews: Twelve stakeholder interviews were conducted during the spring of 2012 designed specifically to engage and solicit comments from Morningside businesses, owners of underdeveloped properties, members of the development community and community organizations.
- Neighborhood Plan Work Sessions: Eight neighborhood plan work sessions were conducted in December 2012 and October 2013 to review and refine elements of the draft Plan.
- Public Hearing Notice: The Planning Commission Public Hearing was noticed in accordance with the requirements of Salem Revised Code (SRC) Chapter 300. In addition, the hearing notice was also distributed via electronic mail to the *Morningside 360°* notification list, which includes approximately 118 neighborhood residents, property owners, businesses, agency partners, community leaders, civic organizations, and neighborhood chairs/land use chairs from adjacent neighborhoods. Numerous iterations of the draft updated Plan were posted on the project webpage for public review and comment through the life of the project. A full version of the updated Morningside Neighborhood Plan was made available on the project webpage on October 30, 2013.



The public involvement strategy employed for developing the updated Morningside Neighborhood Plan satisfies the requirements of this Goal.

**GOAL 2: LAND USE PLANNING**

*(To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.)*

**Finding:** The Goals, Policies and Generalized Land Use Map of the updated Morningside Neighborhood Plan are intended to be adopted as a component of the Salem Area Comprehensive Plan (SACP). The purpose of the Morningside Neighborhood Plan is to communicate a broad range of issues that are important to the neighborhood, and to provide detailed goals, policies and recommendations to guide and inform decisions affecting the neighborhood with regard to livability, land use, development, public facilities, and economic growth through the land use review process established under Goal 2 and implemented by the SACP and Salem Revised Code. The Goals and Policies, Generalized Land Use Map and supporting documents contained within the Plan are consistent with and supportive of the City's land use planning framework. The updated Morningside Neighborhood Plan therefore complies with Goal 2.

**GOAL 3: AGRICULTURAL LANDS**

Not applicable to the updated Morningside Neighborhood Plan.

**GOAL 4: FOREST LANDS**

Not applicable to the updated Morningside Neighborhood Plan.

**GOAL 5: NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES**

*(To protect natural resources and conserve scenic and historical areas and open spaces.)*

**Finding:** Chapters 4 (*Neighborhood Heritage*) and 6 (*Parks, Recreation and Open Space*) of the updated Neighborhood Plan contain Goal and Policy statements that support the recognition and adaptive re-use of historic resources within the neighborhood boundary (Goal 9; Policies 9.2, 9.2, 24.5), enhance protections for and education regarding riparian areas (Goal 14; Policies 14.1, 14.2, ), and encourage the acquisition of parkland and development of park facilities within the neighborhood in accordance with the City's Comprehensive Park System Master Plan (Goal 11; Policies 11.1, 11.2, 13.2, 13.3). Proposed Goal 12 and Policies 12.1, 12.2, 12.3, 22.2 and 24.9 also support the establishment of an interconnected system of trails and multi-use pathways linking developed and undeveloped parklands and within riparian areas, providing access to wetland resources within the Fairview Industrial Park and with future development in the Kuebler/I-5 Interchange Area, Northwest Quadrant. The updated Morningside Neighborhood Plan provides Goals and Policies that support protections for sensitive natural resources, recognition of heritage buildings and landscape features, and enhanced and expanded parks and open space amenities, and is therefore consistent with this Goal.

**GOAL 6: AIR, WATER, AND LAND RESOURCES QUALITY**

*(To maintain and improve the quality of air, water, and land resources of the state.)*

**Finding:** The updated Morningside Neighborhood Plan encourages improved air, water and land resource quality. Specifically, Policies 15.1, 16.1, 16.2, 16.4, 16.6 and 16.7 promote low-impact development practices that reduce pollution, improve and protect local water

quality, and encourage a high level of energy and resource conservation. The updated Neighborhood Plan is therefore consistent with this Goal.

#### **GOAL 7: AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS**

Not applicable to the updated Morningside Neighborhood Plan.

#### **GOAL 8: RECREATIONAL NEEDS**

*(To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.)*

**Finding:** The updated Morningside Neighborhood Plan acknowledges a significant deficit of public parkland within the neighborhood, which at approximately 1.4 acres per 1,000 residents is well below the goal of 7 acres per 1,000 residents stated in the City's Comprehensive Parks Master Plan (Parks Master Plan). Proposed Chapters 2 (*Land Use and Urban Design*), 6 (*Parks, Recreation and Open Space*) and 9 (*Opportunity Areas – Area 3*) provide direction through Goal and Policy statements (Goal 11, Policies 11.1 and 24.4) to encourage acquisition of parkland, particularly in the central and southern portions of the neighborhood pursuant to the Parks Master Plan. The neighborhood plan further encourages the availability of and access to recreational opportunities by promoting the inclusion of parks, playgrounds and open space in residential and mixed-use developments (Policies 2.6 and 4.1), and emphasizing the provision of sidewalks within ¼ mile of parks and schools (Policy 10.1). Proposed Goal 12 and Policies 12.1, 12.2, 12.3, 22.2 and 24.9 also support the establishment of an interconnected system of trails and multi-use pathways linking developed and undeveloped parklands and within riparian areas, providing access to wetland resources within the Fairview Industrial Park and with future development in the Kuebler/I-5 Interchange Area, Northwest Quadrant. The updated Morningside Neighborhood Plan is therefore consistent with this Goal.

#### **GOAL 9: ECONOMIC DEVELOPMENT**

*(To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.)*

**Finding:** The Morningside neighborhood encompasses approximately 111 acres of commercial-zoned land and 361 acres of industrial lands. The Commercial and Industrial Development Goals and Policies contained in Chapter 2 (*Land Use and Urban Design*), convey strong support for business development, partnership opportunities between the Neighborhood Association and local business community, and encouragement of the establishment of family-wage jobs to broaden and strengthen the local economic base. In addition, Chapter 9 (*Opportunity Areas – Area 1: Fairview Commerce Center*) provides Goals and Policies specifically intended to maintain the City's Fairview Industrial Park, located in the east-central portion of the neighborhood, as a major regional employment center by streamlining regulations, encouraging the continuation and expansion of innovative economic development programs such as the City's Enterprise and Electronic Commerce Zone and Fairview Small Business Pilot Loan Program, and supporting development that contributes to the local property tax base. The updated Morningside Neighborhood Plan is therefore consistent with this Goal.

#### **GOAL 10: HOUSING**

*(To provide for the housing needs of citizens of the state.)*

**Finding:** A key component of the updated Neighborhood Plan is to promote innovative residential infill design concepts and diverse housing offerings to accommodate residents of

varying income levels, family types and housing preferences while preserving the suburban character of the neighborhood. Residential Goal 3 and Policies 3.2 and 3.3 (Chapter 2 - *Land Use and Urban Design*) specifically encourage a diverse mix of housing units, including affordable and age-in-place options, to accommodate Salem's changing demographics and address the deficit of local affordable housing options documented in the 2011 Salem-Keizer Housing Needs Analysis . The Plan also acknowledges that the City is undertaking a Salem-specific Goal 10 Housing Needs Analysis, and that it may be appropriate to revisit the Plan's residential Goal, Policy and Recommended Action statements at a later date based on the conclusions of the updated Housing Needs Analysis. Therefore, the updated Morningside Neighborhood Plan is consistent with this Goal.

**GOAL 11: PUBLIC FACILITIES AND SERVICES**

*(To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.)*

**Finding:** The majority of the Morningside Neighborhood is currently served by public water and sanitary sewer services; with processes in place under SRC Chapter 66 – Urban Growth Management to provide urban services to property located outside the City's Urban Service Area in an orderly and efficient manner. The updated Neighborhood Plan proposes no changes to these procedures. Goal 19 and its associated Policies promote sustainable funding and equitable provision of urban services to all neighborhood residents. Policy 24.8 also encourages cost-efficient development principles for future development in the semi-rural Kuebler/I-5 Interchange Area – Northwest Quadrant (*Chapter 9 – Opportunity Area 3*) to promote future land use patterns that support life-cycle infrastructure costs and protect the local investment in Kuebler Boulevard SE. Therefore, the updated Morningside Neighborhood Plan is consistent with this Goal.

**GOAL 12: TRANSPORTATION**

*(To provide and encourage a safe, convenient, and economic transportation system.)*

**Finding:** The Salem Area Comprehensive Pan (SACP) establishes goals and policies, and a comprehensive transportation strategy implemented through the Salem Transportation System Plan (TSP), that promotes the safe and efficient movement of goods and people, and provides increased services and facilities for all modes of travel. The findings contained in this report conclude that the updated Morningside Neighborhood Plan is consistent with the TSP and the transportation-related goals and policies of the SACP. Goal 10 and Policies 10.2, 10.4, 10.5, 10.6, 10.8 and 10.9 (*Chapter 5 – Transportation*) promote improved efficient travel movement and a high level of connectivity for all modes of transportation, encourages the development of safe walkable places, increased availability and viability of transit and alternative transportation for neighborhood residents and places a high priority on Level of Service (LOS) analysis in streetscape design for all transportation modes. Therefore, the updated Morningside Neighborhood Plan is consistent with this Goal.

**GOAL 13: ENERGY AND CONSERVATION**

*(To conserve energy.)*

**Finding:** Proposed Policy 16.2 (*Chapter 7 – Sustainability and Environmental Quality*) encourage new and retrofitted development to incorporate on-site renewable power generation methods such as solar photovoltaic, solar thermal, wind energy or clean back-up power supplies. In addition, Policy 16.5 encourages local employers to provide options for telecommuting, flexible non-peak hour shifts, and ride-share options for employees whenever possible. More broadly, Policy 15.1 promotes the continued advancement of

Salem's adopted Community Energy Strategy; which includes goals, objectives and actions that the City, individuals and businesses can take to reduce greenhouse gas emissions, improve energy efficiency and incorporate renewable energy into Salem area projects. Therefore, the updated Neighborhood Plan conforms to this Goal.

**GOAL 14: URBANIZATION**

*To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.*

**Finding:** Through its goals and policies the updated Morningside Neighborhood Plan supports orderly and efficient use of land within Salem's Urban Growth Boundary. Policy 3.2 encourages densification of Morningside's existing single-family residential areas, and Goal 24 indicates support for the urbanization of designated *Developing Residential* lands in the Kuebler/I-5 Interchange Area, Northwest Quadrant. A key focus of the Goals and Policies contained in the updated Neighborhood Plan is to promote and enhance neighborhood livability. The updated Neighborhood Plan therefore conforms to this Goal.

**GOAL 15: WILLAMETTE RIVER GREENWAY**

Not applicable to the updated Morningside Neighborhood Plan.

**GOAL 16: ESTUARINE RESOURCES**

Not applicable to the updated Morningside Neighborhood Plan.

**GOAL 17: COASTAL SHORELANDS**

Not applicable to the updated Morningside Neighborhood Plan.

**GOAL 18: BEACHES AND DUNES**

Not applicable to the updated Morningside Neighborhood Plan.

**GOAL 19: OCEAN RESOURCES**

Not applicable to the updated Morningside Neighborhood Plan.

**The Salem Area Comprehensive Plan**

The Goals, Policies and Generalized Land Use Map of the updated Morningside Neighborhood Plan are consistent with and supportive of the goals, objectives, and policies found in the Salem Area Comprehensive Plan as described below:

Section II (E), Activity Nodes and Corridors:

*The intent of Activity Nodes and Corridors is to encourage development to orient to the pedestrian, and provide accessibility to transit services, major roads, and connectivity with the surrounding neighborhood, while accommodating the use of the automobile.*

*Activity Nodes and Corridors are typically located on or near transit routes and arterial streets, providing for a variety of land uses. Activity Nodes and Corridors may be composed of continuous, narrow bands of denser development or concentrated development, typically located near major intersections, as shown on Map #1 (Page 52).*

**Finding:** The Salem Urban Area Activity Nodes and Corridors Map is reproduced as Figure 3.6 in the updated Morningside Neighborhood Plan and depicts three Activity Nodes and Corridors located within the neighborhood: the former Fairview Training Center site, the Commercial Street SE corridor and the commercial corridor abutting 12<sup>th</sup> and 13<sup>th</sup> Streets, generally north of



Vista Avenue SE. Chapter 2 – *Land Use and Urban Design* provides commercial Goals and Policies (Goals 6 and 7, and Policies 6.1-6.3 and 7.1) intended to encourage retrofit of existing strip-type development to include pedestrian walkways and connections within commercial parking areas, the establishment of new pedestrian friendly commercial centers, better integration of transit into commercial development designs, and design elements to define Morningside's commercial streetscapes as attractive, multi-modal commercial corridors. Goal 23 and Policies 23.1 – 23.4 (Chapter 9 – *Opportunity Areas – Area 2*) demonstrate the Morningside Neighborhood Association's continued support for the adopted principles and objectives of the Fairview Master Plan, which envisions the redevelopment of the 275-acre former Fairview Training Center site as an innovative, sustainable, and highly-walkable mixed-use neighborhood. The updated Neighborhood Plan is supportive of, and therefore consistent with, this intent statement of the Comprehensive Plan.

Section IV (B), General Development Policy 1 – Citizen Involvement:

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

**Finding:** The Morningside Neighborhood Plan is the product of collaboration and input from a diverse assemblage of property owners, residents, business operators and community stakeholders. The public engagement process included a mailer to all Morningside property owners and businesses, targeted mailings to affected property owners, regular electronic mail updates, two community surveys, ten Goal and Policy development meetings, project updates provided at monthly Morningside Neighborhood Association meetings, a project kick-off open house, three public informational meetings, stakeholder interviews and eight neighborhood plan work sessions. The City conducted a public work session before the Planning Commission on August 20, 2013, to review, comment and make recommendations regarding the Plan. The four recognized Neighborhood Associations which abut the Morningside Neighborhood were notified and offered opportunities for comment during the process. SRC 64.330 and 64.335 require that the updated Neighborhood Plan be considered at public hearings before the Planning Commission and the City Council prior to adoption. The public outreach activities, public involvement in the planning process and public hearings before the Planning commission and City Council comply with, and therefore satisfy, this policy.

Section IV (B), General Development Policy 4 – Energy:

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

**Finding:** Through Policy 15.1 the updated Morningside Neighborhood Plan promotes the continued advancement of Salem's adopted Community Energy Strategy; which includes goals, objectives and actions that the City, individuals and businesses can take to reduce greenhouse gas emissions, improve energy efficiency and incorporate renewable energy into Salem area projects. In addition, Chapter 7 – *Sustainability and Environmental Quality* encourages new and retrofitted development to incorporate on-site renewable power generation methods such as solar photovoltaic, solar thermal, wind energy or clean back-up power supplies (Policy 16.2). The Plan also encourages local employers to provide options for telecommuting, flexible non-peak hour shifts, and ride-share options for employees whenever possible (Policy 16.5). The updated Neighborhood Plan is therefore consistent with this Comprehensive Plan Policy.

Section IV (B), General Development Policy 12 – Development Compatibility:

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

Section IV (E), Residential Development Policy 1.e – Establishing Residential Uses:

*The location and density of residential uses shall be determined after consideration of the following factors... The character of existing neighborhoods based on height, bulk and scale of existing and proposed development in the neighborhood*

Section IV (E), Residential Development Policy 11 – Urban Design:

*Design Standards shall be implemented to improve the quality of life of Salem's residents and promote neighborhood stability and compatibility.*

Section IV (G), Commercial Development Policy 8:

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

**Finding:** Updated Morningside Neighborhood Plan Policies 2.7, 2.9 and 8.2 promote context-sensitive residential development that respects the bulk and massing qualities and character of existing surrounding neighborhoods. Policy 8.2 also promotes the use of setbacks, landscaping and design elements to ensure the compatibility of new commercial development where it abuts existing residential land uses. The updated Neighborhood Plan is therefore consistent with these Comprehensive Plan Policies.

Section IV (B), General Development Policy 13 – Designated Open Space:

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

**Finding:** The updated Morningside Neighborhood Plan encourages the acquisition and development of public park land consistent with the Comprehensive Parks Master Plan (Goals 11 and 12, Policies 11.1, 12.2, 12.3, 13.2 and 24.4) to provide park amenities to identified underserved areas of south and central portions of the Morningside Neighborhood. Further, Policies 2.6 and 4.1 specifically encourage new residential and mixed-use development to incorporate amenities including, but not limited to, community plazas, playgrounds, community gardens, open space tracts, pocket parks and shared-mode streets to promote active lifestyles and enhance human scale and usability in the built environment. The updated Neighborhood Plan is therefore consistent with this Comprehensive Plan Policy.

Section IV (E), Residential Development Goal:

*To promote a variety of housing opportunities for all income levels and an adequate supply of developable land to support such housing...In meeting this goal, residential development shall:*

- a. Encourage the efficient use of developable residential land;*
- b. Provide housing opportunities for Salem's diverse population; and*
- c. Encourage residential development that maximizes investment in public services.*

Section IV (E), Residential Development Policy 3 – Infill Development:

*City codes and ordinances shall encourage the development of passed-over or underutilized land to promote the efficient use of residential land and encourage the stability of neighborhoods.*

Section IV (E), Residential Development Policy 6 – Multi-Family Housing:

*Multi-family housing shall be located in areas proximate to existing or planned transportation corridors, public facilities and services.*

Section IV (E), Residential Development Policy 9 – Alternative Housing Patterns:

*Residential Development Patterns - Subdivision and zoning regulations shall provide opportunities for increased housing densities, alternative housing patterns, and reduced development costs. Development regulations shall promote residential development patterns that encourage:*

- a. The use of all modes of transportation;*
- b. Reduction in vehicle miles traveled and length of auto trips; and*
- c. Efficiency in providing public services.*

**Finding:** The Goals and Policies provided in Chapter 2 (*Land Use and Urban Design*), Chapter 5 (*Transportation*) and Chapter 7 (*Sustainability and Environmental Quality*) of the updated Morningside Neighborhood Plan promote residential development that maximizes the use of available land and investments in public services. The intent of these provisions is to encourage high-quality multi-family and single-family residential development within Morningside's neighborhoods, reduce costs associated with extension of public services to new development, encourage residential infill, and diversify the neighborhood housing stock to attract residents of varying income levels, family types and housing preferences. The residential Goals and Policies of the updated Neighborhood Plan acknowledge the findings of the 2011 Salem-Keizer Housing Needs Analysis, which cites a deficit of multi-family land and affordable housing options within Salem's Urban Growth Boundary by encouraging development designs that diversify the neighborhood's housing stock to incorporate affordable and non-traditional (multi-generational, age-in-place, etc) housing interwoven onto Morningside's existing residential areas.

The updated Neighborhood Plan also promotes the use of all transportation modes, and reduction in vehicle miles traveled by encouraging new single-family residential subdivisions designed to provide multiple external street connections to foster vehicle flow through a distributed or grid-type system and multiple access points to the arterial and collector street network, and new multi-family housing to be sited in locations with access to arterial or collector streets with existing or planned transit service. Chapter 5 (*Transportation*) also places a high priority of non-single occupancy vehicle level of service (SOV) in street design, and a built environment that encourages pedestrian safety and the use of alternative modes of transportation. The updated Neighborhood Plan is therefore consistent with these Comprehensive Plan Goal and Policy statements.

Section IV (F), Mixed-Use Development Policy 2 – Development:

*Encourage development that preserves open space.*

Section IV (F), Mixed-Use Development Policy 3 – Priorities for Mobility and Access:

*Facilitate development (land use mix, density, connectivity, design, and orientation) that reduces the need for, and frequency of, SOV trips and supports public transit, where applicable.*

Section IV (F), Mixed-Use Development Policy 4 – Priorities for Mobility and Access:

*Reinforce streets as public places that encourage pedestrian and bicycle travel.*

Section IV (F), Mixed-Use Development Policy 6 – Design:

*Develop commercial and mixed-use areas that are safe, comfortable and attractive to pedestrians.*

**Finding:** The updated Morningside Neighborhood Plan draws heavily from the principles of the 2005 Fairview Master Plan in encouraging mixed use development that fosters distinctive urban environments, supports economic vitality, walkability, and results in an inviting and attractive streetscape. The Goal and Policy statements contained in Chapter 2 (*Land Use and Urban Design*) and Chapter 9 (*Opportunity Areas – Area 2*) are supportive of mixed-use development that provides on-site public amenities such as plazas, parks and open space (Goal 4, Policies 4.1 and 4.3), in addition to a high degree of pedestrian connectivity through the site and to adjacent properties (Policy 4.2). At the 275-acre former Fairview Training Center site, the updated Neighborhood Plan encourages coordination between private developers and the Salem-Keizer Transit District to foster residential densities, employment uses and infrastructure supportive of the establishment of transit service within Fairview site as envisioned in the Fairview Master Plan (Policy 23.2). Furthermore, pedestrian, bicycle and vehicle connections are emphasized between development areas and existing and future residential and employment uses adjacent to the Fairview site (Policy 23.3). The provisions of the updated Morningside Neighborhood Plan support mixed-use development that is consistent with these Comprehensive Plan Policies.

Section IV (G), Commercial Development Policy 3 – Redevelopment:

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

Section IV (G), Commercial Development Policy 4 – Community Shopping and Service Facilities:

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

**Finding:** The Commercial Development Goals and Policies (Goals 6 and 7, and Policies 6.1 - 6.3 and 7.1) included in Chapter 2 (*Land Use and Urban Design*) encourage commercial redevelopment, when it occurs, to break up the existing strip-development dominant within the neighborhood's commercial areas to provide a pedestrian-friendly and transit supportive urban form that enhances the walk appeal, usability and safety of commercial zones. Morningside's commercial districts are concentrated along, and encouraged to remain adjacent to arterial streets. The emphasis placed on increased connectivity and improved usability of streets by all modes of transportation (Chapter 5, *Transportation*) is intended to encourage the use of the existing system of arterial and collector streets by all transportation modes. Policy 6.1 encourages the installation of marked pedestrian pathways within commercial parking areas, and pedestrian connections between building main entrances and sidewalks within the street right-of-way. In combination with the commercial parking lot retrofit policies contained in Chapter 2, the updated Neighborhood Plan promotes development in commercial districts that reduces the need for customer traffic to filter through residential streets in order to utilize commercial amenities. The updated Neighborhood Plan is therefore consistent with these Comprehensive Plan Policies.

Section IV (B), General Development Policy 3 – Economic Growth:

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

Section IV (H), Economic Development Goal:

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



Section IV (H), Economic Development Policy 3 – Economic Development Function:

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

- b. The promotion of a community environment and attitude, and governmental processes which are conducive to a successful economic development program.*
- f. Encouraging the establishment and implementation of development standards which ensure an attractive climate for prospective industrial development.*

Section IV (I), Industrial Development Goal:

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

**Finding:** Updated Neighborhood Plan Chapters 2 (*Land Use and Urban Design*), 7 (*Sustainability and Environmental Quality*) and 9 (*Opportunity Areas – Area 1*) set forth Goal and Policy statements (Goals 5, 8 and 21; Policies 5.1, 8.1 and 15.4) that demonstrate a community attitude conducive to progressive and successful economic activities that promote the creation of family-wage jobs in the community and support economic development activities to improve Salem's economic viability and livability. Policies 21.1 through 21.6 are specifically intended to maintain and enhance the Fairview Commerce Center (Fairview Industrial Park), located along the eastern neighborhood boundary adjacent to the Union Pacific Railroad line and Salem Municipal Airport, as a significant regional employment center; providing diverse private investment opportunities, a preponderance of family-wage jobs, and contributing to the economic and social livelihood of the City of Salem. The updated Neighborhood Plan is supportive of and therefore consistent with these Comprehensive Plan Policies.

Section IV (I), Industrial Development Policy 6 – Employee Services:

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

**Finding:** Updated Morningside Neighborhood Plan Policy 21.2 encourages limited retail and service uses to be included with new and retrofitted development in the Fairview Industrial Park to provide area employees opportunities within walking distance to fulfill functions such as eating and commerce on breaks and before/after work. The updated Neighborhood Plan is therefore consistent with this Comprehensive Plan Policy.

Section IV (J), Transportation Policy 4 – Multimodal Transportation System:

*The transportation system for the Salem Urban Area shall consist of an integrated network of facilities and services for a variety of motorized and nonmotorized travel modes.*

Section IV (J), Transportation Policy 5 – Connectivity and Circulation:

*The vehicle, transit, bicycle, and pedestrian circulation systems shall be designed to connect major population and employment centers in the Salem Urban Area, as well as provide access to local neighborhood residential, shopping, schools, and other activity centers.*

Section IV (J), Transportation Policy 11 – Decreased Reliance on the SOV:

*Local governments within the Salem Urban Area shall develop multimodal plans, services, and programs that decrease reliance on the SOV as the dominant means of travel...*

**Finding:** The Goals and Policies of the updated Morningside Neighborhood Plan promote a multi-modal transportation system that encourages non-single occupant vehicle (SOV) travel (bicycle, pedestrian and transit usage), in addition to improved efficiency and connectivity for all transportation modes. Goals 10 and 12 (Chapters 5 - *Transportation* and 6 - *Parks, Recreation*

and Open Space) also promote the development of the trail, sidewalk and multi-use pathway systems to provide non-motorized travel options through the neighborhood and to outside destinations including the City's downtown core. Policies 22.1, 23.2 and 23.3 (Chapter 9 - Opportunity Areas) encourage the expansion of transit service in the neighborhood and pedestrian and bicycle system connections with existing and proposed trails and pedestrian/bicycle amenities provided in the Fairview Industrial Park and at the former Fairview Training Center site. Furthermore, Chapter 10 (Transportation) calls for the increased availability of transit serving the neighborhood, and increased emphasis on providing pedestrian and bicycle amenities in streetscape design.

The Morningside Neighborhood is currently served by Salem-Keizer Transit Bus lines 1, 6, 7, 8 and 21; however only lines 6 and 7 provide service to the neighborhood interior. Chapters 2 (Land Use and Urban Design), 5 (Transportation) and 9 (Opportunity Areas) contain policies (Goal 10, Policies 3.1, 6.3, 10.4 and 23.2), promoting enhanced access to and integration between transit service and private development. The updated Neighborhood Plan is supportive of, and therefore consistent with, these Comprehensive Plan Policies.

Section IV (J), Transportation Policy 14 – Transportation Safety:

*Local governments within the Salem Urban Area shall make as a high priority the planning, design, construction, and operation of a safe transportation system for all modes of travel including minimizing conflicts between different travel modes.*

Section IV (J), Transportation Policy 19 – Neighborhood Livability:

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

**Finding:** Updated Morningside Neighborhood Plan Policies 10.1, 10.6, 10.7, 10.8 and 10.9 place a significant emphasis on improving pedestrian and driver safety, and neighborhood livability. Through these policies the updated Plan prioritizes sidewalk installation within ¼ mile of schools and parks, the use of high-visibility markings at marked crosswalks and installation of curb extensions at intersections to minimize pedestrian crossing distances and sidewalk infill along Commercial Street SE. In addition, Policies 25.2 and 25.3 encourage access management along Kuebler Blvd. SE between 27<sup>th</sup> Avenue SE and Interstate Highway 5, and transportation infrastructure projects that improve the flow of vehicle traffic, and provide for functional and safe passage of non-motorized transportation and pedestrians. Furthermore, in an effort to reduce or minimize conflicts between motorized and non-motorized travel modes Policy 6.1 encourages the installation of marked pedestrian pathways within commercial parking areas, and pedestrian connections between building main entrances and sidewalks within the street right-of-way. The updated Neighborhood Plan is consistent with these Comprehensive Plan Policies.

Section IV (J), Transportation Policy 25 - Airport Compatibility:

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

**Finding:** Portions of the southeast corner of the Morningside Neighborhood are located within the Federal Aviation Administration (FAA) designated approach corridor for Salem Municipal Airport Runway 34. To foster an environment that is compatible with airport operations, updated Morningside Neighborhood Plan Policy 24.6 encourages future development within the

approach corridor to be consistent with FAA guidelines for land use and noise compatibility in this area. The updated Morningside Neighborhood Plan is consistent with this Comprehensive Plan Policy.

Section IV (K), Open Space, Parks and Recreation Policy 1 – Park Acquisition and Development:

*Public parks shall be acquired and developed as recommended by the Comprehensive Park System Master Plan. Early acquisition of park sites shall be considered in anticipation of future needs and to minimize land costs as described in the Urban Growth Management Program.*

Section IV (K), Open Space, Parks and Recreation Policy 3 – Recreation:

*Private and public sectors should look for opportunities to meet park facility needs through cooperative agreements. The City shall provide the foundation for private programs or facilities, volunteers, and other appropriate methods to supplement and extend the City's resources in developing and maintaining the park system.*

Section IV (K), Open Space, Parks and Recreation Policy 7 – Riparian Related:

*The development of uses relating to the Willamette River and area streams for recreation and scenic enjoyment should be encouraged.*

Section IV (N), Scenic and Historical Areas, Natural Resources and Hazards Policy 4 – Drainage Courses:

*Storm water storage facilities shall be located, designed, and maintained in accordance with the Storm Water Master Plan and the Comprehensive Parks System Master Plan in order to facilitate joint use of such facilities to the extent possible.*

**Finding:** The Goals and Policies provided in proposed Chapter 6 – *Parks, Recreation and Open Space*, and Chapter 9 – *Opportunity Areas – Area 3*, support the acquisition of parkland and development of the trail/off street pathway network identified in the Comprehensive Parks Master Plan, particularly in the under-developed southern and eastern portions of the neighborhood. Goal 14 and Policies 14.1 and 14.2 encourage the use of parkland to enhance riparian protections and increase public awareness of these areas as a community resource. Policy 14.2 promotes public/private partnerships to organize restoration activities and oversee general stewardship within riparian corridors. The updated Neighborhood Plan is consistent with these Comprehensive Plan Policies.

**Salem Revised Code Chapter 64**

SRC 64.020(f)(1) states that a *Major Comprehensive Plan Amendment* may be made if the amendment is in the best interest of the public health, safety and welfare of the City, and provided that the amendment is consistent with the applicable Statewide Land Use Planning Goals and administrative rules.

SRC 64.320(a) requires that the Goals, Policies and Generalized land use map shall be consistent with the Comprehensive Plan.

**Finding:** The intent of the Salem Area Comprehensive Plan (SACP) is to create and maintain a healthful and pleasing urban environment, as expressed in the goals, policies, components, support documents and Comprehensive Plan Map contained therein. The purpose of Salem's neighborhood planning program is to communicate a broad range of issues that are important to neighborhoods, and to provide detailed goals, policies and recommendations to guide and inform decisions affecting the neighborhood with regard to livability, land use, development,

public facilities, and economic growth. As highlighted in this report the updated Morningside Neighborhood Plan conveys the vision of the Morningside Neighborhood in a manner that is consistent with the SACP and the Statewide Land Use Planning goals, and adoption of the updated Plan is therefore in the best interest of the health, safety and welfare of the City. The findings contained in this report demonstrate that the Goals, Policies and Generalized Land Use Map contained in the updated Morningside Neighborhood Plan are consistent with and conform to the Statewide Land use Planning Goals and the Salem Area Comprehensive Plan. These criteria are therefore met.

SRC 64.325 Process for Development of Neighborhood Plans:

- a) Property owners, residents, and businesses within the designated neighborhood shall be afforded maximum opportunity for involvement in all phases of the preparation of a neighborhood plan. Notification of all general neighborhood and board meetings where the proposed neighborhood plan will be discussed, and notification of the process by which the neighborhood plan is being prepared shall be given by the neighborhood association.
- b) Proposed neighborhood plans must be presented at a minimum of two informational public meetings. In addition to these public meetings, the neighborhood association should use other means to obtain input and review of the neighborhood plan from property owners, residents, and businesses who would be directly affected by the proposed neighborhood plan.
- c) The final draft neighborhood plan shall be adopted by resolution of the neighborhood association's governing board and affirmed by vote of the membership at a general or annual meeting.

**Finding:** The City and the Morningside Neighborhood Association conducted a substantial public outreach process through the development of the updated Neighborhood Plan as documented in the findings contained herein for compliance with Statewide Land Use Planning Goal 1 and SACP Section IV(B)(1). Consistent with SRC 64.325(a) all property owners, residents, business operators and community stakeholders were provided maximum opportunity for involvement at all stages of the project. The public engagement process included a mailer to all Morningside property owners and businesses, targeted mailings to affected property owners, regular electronic mail updates, two community surveys, ten Goal and Policy development meetings, project updates provided at monthly Morningside Neighborhood Association meetings, a project kick-off open house, three public informational meetings, stakeholder interviews and eight neighborhood plan work sessions. All meetings were held at centrally-located and transit-accessible venues in the Morningside Neighborhood during the early evening hours to encourage attendance and convenience for neighborhood residents, property owners, business operators and other stakeholders.

A city-hosted *Morningside 360°* webpage was created and updated with project materials; including meeting notes, background information and upcoming meeting dates and times, project contacts, and information on how to be involved in the neighborhood planning process. Updates regarding the *Morningside 360°* project were also provided at each of the Morningside Neighborhood Association's monthly meetings since September 2011. Project updates, upcoming meeting agendas and links to the developing plan were posted on the Morningside Neighborhood Association website, and provided via social media (Facebook and Twitter). The Morningside Neighborhood Association also promoted the project on its *Nextdoor* social media site. The draft updated Neighborhood Plan was presented at three public informational meetings in June and July of 2013. The updated Morningside Neighborhood Plan was adopted by the



Morningside Neighborhood Association Executive Board by resolution on July 10, 2013. Development of the updated Morningside Neighborhood Plan was conducted in a manner that complies with the requirements of SRC 64.325. Therefore, this criterion is met.

### **CONCLUSION**

As provided in the facts and findings above, the updated Morningside Neighborhood Plan is consistent with the Salem Area Comprehensive Plan, Statewide Land Use Planning Goals and the applicable criteria of the Salem Revised Code. Therefore, staff recommends that the Planning Commission adopt the facts and findings of this staff report and recommend that the City Council adopt the Goals, Policies and Generalized Land Use Map of the updated Morningside Neighborhood Plan as a component of the Salem Area Comprehensive Plan, and adopt portions of the updated Morningside Neighborhood Plan other than the Goals, Policies and Generalized Land Use Map that are consistent with the SACP as support documents to replace the 1984 Morningside Neighborhood Plan.

### **Attachments:**

1. Draft Updated Morningside Neighborhood Plan
2. City Council Resolution 2013-70

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**ORDINANCE BILL NO. 2-14**

AN ORDINANCE RELATING TO ADOPTION OF THE UPDATED MORNINGSIDE  
NEIGHBORHOOD PLAN; A COMPONENT OF THE SALEM AREA COMPREHENSIVE  
PLAN; AND AMENDING SRC 64.005

*The City of Salem ordains as follows:*

**Section 1. Findings.**

**a. Statewide Land Use Planning Goals**

(1) Goal 1: Citizen Involvement. To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.

The City has an established citizen involvement program including an active network of 18 recognized neighborhood associations and a Planning Commission, the City's committee for citizen involvement under Goal 1. The City conducted substantial public outreach to obtain public input on the Morningside Neighborhood Plan Update (MNP Update); including citizen open houses, mailings, goal and policy development meetings, neighborhood association meetings, neighborhood plan worksessions, surveys, social and print media, and the formation of a working group. The City conducted a public hearing before the Planning Commission, and an additional public hearing before the City Council. The public outreach activities, public involvement in the planning process, and hearings before both the Planning Commission and City Council comply with, and therefore satisfy, Goal 1.

(2) Goal 2: Land Use Planning. To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

The Goals, Policies and Generalized Land Use Map of the MNP Update are adopted as a Component of the Salem Area Comprehensive Plan (SACP). Portions of the MNP Update other than the Goals, Policies and Generalized Land Use Map that are consistent with the SACP are adopted as Support Documents. The purpose of the Morningside Neighborhood Plan is to communicate a broad range of issues that are important to the neighborhood, and to provide detailed goals, policies and recommendations to guide and inform decisions affecting the neighborhood with regard to livability, land use, development, public facilities, and economic growth through the land use review process established under Goal 2 and implemented by the

1 SACP and Salem Revised Code. The MNP Update shall be the basis for the Morningside  
2 Neighborhood Association's recommendations to any city board, commission, or agency.  
3 Furthermore, the MNP Update shall be considered by staff, boards and commissions, and may be  
4 considered by the City Council. The Goals, Policies and support documents contained within the  
5 MNP Update are consistent with and supportive of the City's land use planning framework. The  
6 Generalized Land Use Map is consistent with the City's Comprehensive Plan Map designations  
7 for the Morningside Neighborhood and provides a frame of reference for the Goal and Policy  
8 statements set forth in the MNP Update. The MNP Update therefore complies with Goal 2.

9 (3) Goals 3 and 4: Agricultural and Forest Lands Goals.

10 This Goal does not apply to the MNP Update.

11 (4) Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces. To protect  
12 natural resources and conserve scenic and historical areas and open spaces.

13 MNP Update Chapter 4 (*Neighborhood Heritage*) and Chapter 6 (*Parks, Recreation and*  
14 *Open Space*) support the recognition and adaptive re-use of historic resources within the  
15 neighborhood boundary (Policies 9.1 and 9.2), enhance protections for and education regarding  
16 riparian areas (Policies 14.1 and 14.2) and encourage the acquisition of parkland and  
17 development of park facilities within the neighborhood in accordance with the City's  
18 Comprehensive Park System Master Plan (Goal 11; Policies 11.1, 11.2 and 11.3). In addition,  
19 Goal 12 and Policies 12.1, 12.2 and 12.3 promote the establishment of the trail and multi-use  
20 pathway system depicted in the Comprehensive Parks Master Plan. The MNP Update supports  
21 protections for sensitive natural resources, recognition of heritage buildings and landscape  
22 features, and enhanced and expanded parks and open space amenities, and is therefore consistent  
23 with this Goal.

24 (5) Goal 6: Air, Water and Land Resource Quality. To maintain and improve the quality  
25 of air, water, and land resources throughout the state.

26 The MNP Update encourages improved air, water and land resource quality. Chapter 7  
27 (*Sustainability and Environmental Quality*), Goal 16 and 17, and Policies 8.3, 15.1, 16.2, 16.4,  
28 16.6, 16.7 and 17.2, promote low-impact development practices that reduce pollution, improve  
29 and protect local water quality, and encourage energy efficiency and resource conservation. The  
30 MNP Update is therefore consistent with this Goal.

1           (6) Goal 7: Areas Subject to Natural Disasters and Hazards. To protect people and  
2 property from natural hazards.

3           This Goal does not apply to the MNP Update.

4           (7) Goal 8: Recreational Needs. To satisfy the recreational needs of the citizens of the  
5 state and visitors and, where appropriate, to provide for the siting of necessary  
6 recreational facilities including destination resorts.

7           The MNP Update acknowledges a significant deficit of public parkland within the  
8 neighborhood, as identified in the Comprehensive Parks System Master Plan. Chapter 6 (*Parks,*  
9 *Recreation and Open Space*), Goal 11 and Policies 11.1, 11.2 and 11.3, encourage the acquisition  
10 of parkland and development of park facilities within the neighborhood in accordance with the  
11 Comprehensive Park System Master Plan, particularly in the central and southern portions of the  
12 neighborhood. In addition, Goal 12 and Policies 12.1, 12.2 and 12.3 promote the establishment  
13 of the trail and multi-use pathway system depicted in the Comprehensive Parks System Master  
14 Plan. The MNP Update further encourages the availability of and access to recreational  
15 opportunities by promoting the inclusion of parks, playgrounds and open space in residential and  
16 mixed-use developments (Policies 2.6, 3.2 and 4.1) and emphasizing the provision of sidewalks  
17 near parks and schools (Policy 10.1). The MNP Update is therefore consistent with this Goal.

18           (8) Goal 9: Economic Development. To provide adequate opportunities throughout the  
19 state for a variety of economic activities vital to the health, welfare, and prosperity of  
20 Oregon's citizens.

21           MNP Update Chapter 3 (*Land Use and Urban Design*) and Chapter 9 (*Opportunity*  
22 *Areas*) convey strong support by the Morningside Neighborhood Association for business  
23 development, partnership opportunities between the Neighborhood Association and local  
24 business community, and economic growth that yields family-wage jobs to broaden and  
25 strengthen the local economic base. Chapter 9 also supports regulatory streamlining and  
26 innovative economic development programs that maintain and enhance the City's Fairview  
27 Industrial Park, located in the east-central portion of the neighborhood, as a major regional  
28 employment center (Goal 21; Policies 21.1 and 21.6), and encourages development in the  
29 industrial park that contributes to the local tax base (Policy 21.5). The MNP Update is therefore  
30 consistent with this Goal.



1           (9) Goal 10: Housing. To provide for the housing needs of citizens of the state.

2           A key emphasis of the MNP Update is to promote innovative residential infill design  
3 concepts and diverse housing offerings to accommodate residents of varying income levels,  
4 family types and housing preferences while preserving the suburban character of the  
5 neighborhood. Chapter 3 (*Land Use and Urban Design*), Goal 3 and Policies 3.1, 3.2 and 3.3,  
6 encourage a diverse mix of housing units, including affordable and age-in-place options, to  
7 accommodate Salem’s changing demographics and address the deficit of local affordable  
8 housing options documented in the *Salem-Keizer Housing Needs Analysis (2011)*. The  
9 Residential Development Narrative included in Chapter 3 also acknowledges that the City is  
10 currently undertaking a Statewide Land Use Goal 10 Housing Needs Analysis, and that it may be  
11 appropriate to revisit the Plan’s residential Goal and Policy statements at a later date based on the  
12 conclusions of the updated Housing Needs Analysis. Therefore, the MNP Update is consistent  
13 with this Goal.

14           (10) Goal 11: Public Facilities and Services. To plan and develop a timely, orderly, and  
15 efficient arrangement of public facilities and services to serve as a framework for urban  
16 and rural development.

17           The majority of the land area within the Morningside Neighborhood is served by public  
18 water and sanitary sewer services; with processes in place under Salem Revised Code (SRC)  
19 Chapter 66 (*Urban Growth Management*) to provide urban services to property located outside  
20 the City’s Urban Service Area in an orderly and efficient manner. The MNP Update proposes no  
21 changes to these procedures. Goal 19 and Policy 19.1 promote sustainable funding and equitable  
22 provision of urban services to all neighborhood residents, and Policy 24.8 encourages cost-  
23 efficient development principles and future land use patterns that support life-cycle infrastructure  
24 costs with future development in the Kuebler / I-5 Interchange Area – Northwest Quadrant  
25 (Chapter 9, *Opportunity Areas*). The MNP Update is therefore consistent with this Goal.

26           (11) Goal 12: Transportation. To provide and encourage a safe, convenient, and  
27 economic transportation system.

28           The Salem Area Comprehensive Plan (SACP) establishes goals and policies, and a  
29 comprehensive transportation strategy implemented through the Salem Transportation System  
30 Plan (TSP), that promotes the safe and efficient movement of goods and people, and provides

1 increased services and facilities for all modes of travel. The Goals and Policies of the MNP  
2 Update are consistent with the TSP and the transportation-related goals and policies of the  
3 SACP. The MNP Update promotes efficient travel movement and a high level of connectivity for  
4 all modes of transportation (Goal 10, Policies 10.2, 10.5, 25.4), encourages the development of  
5 safe walkable places (Goals 6, 7 and 10; Policies 4.2, 6.3, 10.1, 10.6, 10.7, 10.8, 10.9, 22.1, 24.2  
6 and 25.3), and increased availability and viability of transit and alternative transportation for  
7 neighborhood residents (Goal 10). The MNP Update also places a high priority on Level of  
8 Service (LOS) analysis in streetscape design for all transportation modes (Goal 10). Therefore,  
9 the MNP Update is consistent with this Goal.

10 (12) Goal 13: Energy Conservation. To conserve energy.

11 MNP Update Chapter 7 (*Sustainability and Environmental Quality*) encourages new and  
12 retrofitted development to incorporate on-site renewable power generation methods such as, but  
13 not limited to, solar photovoltaic, solar thermal, wind energy or clean back-up power supplies  
14 (Policy 16.2). In addition, Policy 16.5 encourages local employers to provide options for  
15 telecommuting, flexible non-peak hour shifts, and ride-share options for employees whenever  
16 possible. More broadly, Policy 15.1 promotes the continued advancement of Salem's adopted  
17 Community Energy Strategy; which includes goals, objectives and actions that the City,  
18 individuals and businesses can take to reduce greenhouse gas emissions, improve energy  
19 efficiency and incorporate renewable energy into Salem area projects. Therefore, the MNP  
20 Update conforms to this Goal.

21 (13) Goal 14: Urbanization. To provide for an orderly and efficient transition from rural  
22 to urban land use, to accommodate urban population and urban employment inside urban  
23 growth boundaries, to ensure efficient use of land, and to provide for livable  
24 communities.

25 Through its goals and policies the MNP Update supports orderly and efficient use of land  
26 within Salem's Urban Growth Boundary. Salem Revised Code (SRC) Chapter 66 (*Urban  
27 Growth Management*) lays out procedures for orderly and efficient development provision of  
28 urban services within Salem's Urban Growth Boundary. The MNP Update encourages  
29 innovative residential infill strategies to maximize development potential and provide for the  
30 urbanization of Morningside's residential lands (Policy 3.2), and supports the urbanization of

1 semi-rural *Developing Residential* lands in the Kuebler / I-5 Interchange Area – Northwest  
2 Quadrant to contribute toward meeting the City’s housing and employment needs (Goal 24).  
3 MNP Update Goal 19 and Policy 19.1 promote sustainable funding and equitable provision of  
4 urban services to all neighborhood residents, and Policy 24.8 encourages cost-efficient  
5 development principles and future land use patterns that support life-cycle infrastructure costs  
6 with future development in the Kuebler / I-5 Interchange Area – Northwest Quadrant. The MNP  
7 Update is therefore consistent with this Goal.

8 (14) Goal 15: Willamette River Greenway.

9 This Goal does not apply to the MNP Update.

10 (15) Goals 16, 17, 18 and 19: Coastal Resources Goals.

11 These Goals do not apply to the MNP Update.

12 **b. The Salem Area Comprehensive Plan**

13 The MNP Update is consistent with and supportive of the goals, policies and objectives  
14 found in the Salem Area Comprehensive Plan, as described below:

15 (1) E. Activity Nodes and Corridors: The intent of Activity Nodes and Corridors is to  
16 encourage development to orient to the pedestrian, and provide accessibility to transit  
17 services, major roads, and connectivity with the surrounding neighborhood, while  
18 accommodating the use of the automobile.

19 Activity Nodes and Corridors are typically located on or near transit routes and arterial  
20 streets, providing for a variety of land uses. Activity Nodes and Corridors may be  
21 composed of continuous, narrow bands of denser development or concentrated  
22 development, typically located near major intersections, as shown on Map #1 (Page 52).

23 The *Salem Urban Area Activity Nodes and Corridors Map* is reproduced as MNP Update  
24 Figure 3.6 and depicts three Activity Nodes and Corridors located within the neighborhood; the  
25 Commercial Street Corridor, the 12<sup>th</sup>/13<sup>th</sup> Street Corridor and the former Fairview Training  
26 Center site. MNP Update Chapter 3 (*Land Use and Urban Design*) sets forth Goals and Policies  
27 intended to promote transit and pedestrian friendly mixed-use and commercial development  
28 within the areas identified in Figure 3.6 (Goals 4, 6 and 7; Policies 4.2, 4.3, 6.1, 6.3 and 7.1). In  
29 combination, these provisions support the retrofit of existing strip-type development to include  
30 pedestrian walkways and connections within commercial parking areas, the establishment of new

1 pedestrian friendly commercial and mixed-use centers, better integration of transit into  
2 commercial development designs, and design objectives to define Morningside's commercial  
3 streetscapes as vibrant and attractive multi-modal commercial corridors. In addition, Chapter 9  
4 (*Opportunity Areas*) demonstrates the Morningside Neighborhood Association's continued  
5 support for the adopted principles and objectives of the Fairview Master Plan (Goal 23, Policies  
6 23.1, 23.2, 23.3 and 23.4), which envisions the redevelopment of the former Fairview Training  
7 Center site as an innovative, sustainable, and highly-walkable mixed-use neighborhood. The  
8 MNP Update is supportive of, and therefore consistent with, this intent statement of the  
9 Comprehensive Plan.

10 (2) B. General Development Policy 1, Citizen Involvement: Opportunities for broad-  
11 based citizen involvement in the development, revision, monitoring and implementation  
12 of the Salem Area Comprehensive Plan shall be provided by the City of Salem and  
13 Marion and Polk Counties. Where neighborhood groups have been officially recognized  
14 by the governing body, they shall be included in the planning process. To help assure  
15 citizen participation and information, public hearings shall be held prior to adoption of all  
16 land use ordinances.

17 The MNP Update is the product of collaboration and input from a diverse assemblage of  
18 property owners, residents, business operators and community stakeholders. The public  
19 engagement process included a mailer to all Morningside property owners and businesses,  
20 targeted mailings, frequent electronic mail updates, two community surveys, ten goal and policy  
21 development meetings, project updates provided at monthly Morningside Neighborhood  
22 Association meetings, a project kick-off open house, three public informational meetings,  
23 stakeholder interviews and eight neighborhood work sessions. The City conducted a public work  
24 session before the Planning Commission on August 20, 2013, to review, comment and make  
25 recommendations regarding the Plan. The four recognized Neighborhood Associations which  
26 abut the Morningside Neighborhood were notified and offered opportunities for comment during  
27 the process. The City conducted a public hearing before the Planning Commission, the City's  
28 primary committee for citizen involvement in land use matters, and an additional public hearing  
29 before the City Council. The public outreach activities, public involvement in the planning  
30 process and public hearings before the Planning commission and City Council comply with, and



1 therefore satisfy, this Comprehensive Plan policy.

2 (3) B. General Development Policy 3, Economic Growth: Economic growth which  
3 improves and strengthens the economic base of the Salem urban area should be  
4 encouraged.

5 The MNP Update conveys strong support by the Morningside Neighborhood Association  
6 for business development (Policies 5.1, 5.2 and 15.4) and partnership opportunities between the  
7 Neighborhood Association and local business community (Policy 5.4). The MNP Update also  
8 encourages economic growth that fosters family-wage jobs to broaden and strengthen the local  
9 economic base (Policies 8.1, 8.5 and 21.1). In addition, the MNP Update emphasizes maintaining  
10 the Fairview Industrial Park as a major regional employment center by streamlining regulations  
11 (Policy 21.6), and supporting development in the industrial park that contributes to the local tax  
12 base (Policy 21.5). The MNP Update is therefore consistent with this Comprehensive Plan  
13 Policy.

14 (4) B. General Development Policy 4, Energy: The City and Counties shall consider and  
15 foster the efficient use of energy in land use and transportation planning.

16 The MNP Update Chapter 7 (*Sustainability and Environmental Quality*) promotes the  
17 continued advancement of Salem's adopted Community Energy Strategy (Policy 15.1); which  
18 includes goals, objectives and actions that the City, individuals and businesses can take to reduce  
19 greenhouse gas emissions, improve energy efficiency and incorporate renewable energy into  
20 Salem area projects. In addition, Policy 16.2 encourages new and retrofitted development to  
21 incorporate on-site renewable power generation methods such as solar photovoltaic, solar  
22 thermal, wind energy or clean back-up power supplies. Further, Policy 16.5 encourages local  
23 employers to provide options for telecommuting, flexible non-peak hour shifts, and ride-share  
24 options for employees whenever possible. Policies 10.4, 23.2 and 24.11 also promote greater  
25 consideration of transit service in side and street designs, and expansion of current transit  
26 service, to enhance multi-modal transportation options for area residents. Chapter 5  
27 (*Transportation*) also places a high priority on non-single occupancy vehicle (SOV) level of  
28 service in street design and performance. Through these Goal and Policy statements the MNP  
29 Update promotes the efficient use of energy in land use and transportation planning, and is  
30 therefore consistent with this Comprehensive Plan Policy.

1 (5) B. General Development Policy 12, Development Compatibility: Land use  
2 regulations which govern the siting of any development shall encourage development to  
3 reduce its impact on adjacent properties by screening, landscaping, setback, height, and  
4 mass regulations.

5 MNP Update Policies 2.7, 2.9 and 8.2 promote context-sensitive development that  
6 respects the bulk and massing qualities and character of existing surrounding neighborhoods.  
7 Policy 8.2 also promotes the use of setbacks, landscaping and design elements to ensure the  
8 compatibility of new industrial development where it abuts existing residential land uses. The  
9 MNP Update is therefore consistent with this Comprehensive Plan Policy.

10 (6) B. General Development Policy 13, Designated Open Space: Land use regulations  
11 shall encourage public spaces, both natural and manmade for either active or passive  
12 enjoyment, including natural areas, open plazas, pedestrian malls, and play areas.

13 The MNP Update encourages the acquisition and development of park land consistent  
14 with the Comprehensive Park Master Plan to encourage the acquisition and improvement of  
15 parkland in identified underserved areas of south and central portions of the Morningside  
16 Neighborhood (Goals 11 and 12, Policies 11.1, 11.2, 11.3, 12.2, 12.3, 13.2 and 24.4). Further,  
17 Policies 2.6 and 4.1 specifically encourage new residential and mixed-use development to  
18 incorporate amenities including, but not limited to, community plazas, playgrounds, community  
19 gardens, open space tracts, pocket parks and shared-mode streets to promote active lifestyles and  
20 enhance human scale and usability in the built environment. The MNP Update is therefore  
21 consistent with this Comprehensive Plan Policy.

22 (7) E. Residential Development Goal: To promote a variety of housing opportunities for  
23 all income levels and an adequate supply of developable land to support such  
24 housing...In meeting this goal, residential development shall:

- 25 a. Encourage the efficient use of developable residential land;
- 26 b. Provide housing opportunities for Salem's diverse population; and
- 27 c. Encourage residential development that maximizes investment in public services.

28 A key emphasis of the MNP Update is to promote innovative residential infill design  
29 concepts and diverse housing offerings to accommodate residents of varying income levels,  
30 family types and housing preferences while preserving the suburban character of the

1 neighborhood. Chapter 3 (*Land Use and Urban Design*) Goal 3, Policies 3.1, 3.2 and 3.3,  
2 encourage a diverse mix of housing units, including affordable and age-in-place options, to  
3 accommodate Salem’s changing demographics and address the deficit of local affordable  
4 housing options documented in the *Salem-Keizer Housing Needs Analysis (2011)*. The  
5 Residential Development Narrative included in Chapter 3 also acknowledges that the City is  
6 undertaking a Statewide Land Use Goal 10 Housing Needs Analysis, and that it may be  
7 appropriate to revisit the MNP Update’s residential Goal and Policy statements at a later date  
8 based on the conclusions of the updated Housing Needs Analysis. Furthermore, Policies 3.1, 3.2,  
9 23.4 and 24.8 encourage the efficient use of land and development that maximizes investments in  
10 public services. The MNP Update is consistent with this Comprehensive Plan Policy.

11 (8) E. Residential Development Policy 1.f, Establishing Residential Uses: The location  
12 and density of residential uses shall be determined after consideration of the following  
13 factors;

14 e. The character of existing neighborhoods based on height, bulk and scale of  
15 existing and proposed development in the neighborhood.

16 f. Policies contained in facility plans, urban renewal plans, residential infill studies  
17 and neighborhood and specific development plans.

18 MNP Update Chapter 3 (*Land Use and Urban Design*) contains policies intended to  
19 guide the location, density and design characteristics of new and infill residential development.  
20 Policies 2.3 and 2.5 encourage development designs for new single-family and multi-family  
21 residential development that reinforce the streetscape as an inviting public space usable by  
22 motorized and non-motorized transportation modes. Policy 2.7 also promotes context-sensitive  
23 development designs adjacent to existing single-family dwellings incorporating compatible  
24 height, bulk and massing to create a cohesive visual urban form and enhance the established  
25 character of the neighborhood. The MNP Update encourages multi-family housing in locations  
26 proximate to arterial or collector streets with existing or planned transit service through Policy  
27 3.1; and Policy 3.2 is intended to supply added density and architectural variety to existing  
28 residential neighborhoods through innovative infill residential designs. The MNP Update is  
29 consistent with this Comprehensive Plan Policy.

30 (9) E. Residential Development Policy 3, Infill Development: City codes and ordinances

1 shall encourage the development of passed-over or underutilized land to promote the  
2 efficient use of residential land and encourage the stability of neighborhoods.

3 The MNP Update encourages innovative residential infill strategies to maximize the  
4 development potential of underutilized residential properties and provide for the efficient  
5 development of Morningside's residential lands (Policy 3.2). Goal 24 also supports the  
6 urbanization of semi-rural and under developed *Developing Residential* lands in the Kuebler  
7 Blvd / I-5 Interchange Area – Northwest Quadrant to contribute toward meeting the City's  
8 housing and employment needs. The MNP Update is therefore consistent with this  
9 Comprehensive Plan Policy.

10 (10) E. Residential Development Policy 6, Multi-Family Housing: Multi-family housing  
11 shall be located in areas proximate to existing or planned transportation corridors, public  
12 facilities and services.

13 MNP Update Chapter 3 (*Land Use and Urban Design*) implements this Comprehensive  
14 Plan Policy by encouraging multi-family housing in locations with access to arterial or collector  
15 streets with existing or planned transit service (Policy 3.1). In addition, Policies 3.1, 3.2 and  
16 23.2 emphasize the efficient use of land and development strategies that maximize investments  
17 in public services by locating higher-density residential uses near transit and existing municipal  
18 infrastructure. The MNP Update is therefore consistent with this Comprehensive Plan Policy.

19 (11) E. Residential Development Policy 9, Alternative Housing Patterns: Residential  
20 Development Patterns - Subdivision and zoning regulations shall provide opportunities  
21 for increased housing densities, alternative housing patterns, and reduced development  
22 costs. Development regulations shall promote residential development patterns that  
23 encourage:

- 24 a. The use of all modes of transportation;
- 25 b. Reduction in vehicle miles traveled and length of auto trips; and
- 26 c. Efficiency in providing public services.

27 The MNP Update supports increased residential densities, alternative housing patterns  
28 that reduce development costs and encourage the use of non-motorized transportation. Policy 2.3  
29 encourages rear or side yard parking designs for new residential development to promote the  
30 streetscape as a vibrant public space usable by all modes of transportation, Policy 3.2 encourages



1 non-traditional urban infill designs that maximize residential density and provide private  
2 neighborhood amenities on infill lots, and Policy 3.3 supports new residential development that  
3 incorporates a diversity of housing options to attract residential of varying income levels,  
4 lifestyles and housing preferences to foster complete neighborhoods. Policies 10.4 and 24.11  
5 promote greater consideration of transit service, and expansion of current services in site and  
6 streetscape design, to enhance multi-modal transportation options for area residents. Chapter 5  
7 (*Transportation*) also places a high priority on non-single occupancy vehicle (SOV) level of  
8 service in street design; which is intended to foster a built environment that encourages  
9 pedestrian safety and the use of alternative modes of transportation. The MNP Update is  
10 therefore consistent with this Comprehensive Plan Policy.

11 (12) E. Residential Development Policy 11, Urban Design: Design Standards shall be  
12 implemented to improve the quality of life of Salem's residents and promote  
13 neighborhood stability and compatibility.

14 MNP Update Policies 2.7, 2.9 and 8.2 promote context-sensitive development that  
15 respects the bulk and massing qualities and design character of existing surrounding  
16 neighborhoods. Policy 2.3 encourages rear and side-yard parking designs for new residential  
17 development and Policy 2.5 emphasizes multi-family designs with windows and building  
18 entrances that engage the streetscape. The intent of these provisions is to reinforce neighborhood  
19 streets as active public spaces usable by pedestrians and bicyclists in addition to motorists. In  
20 addition, Policy 8.2 promotes the use of setbacks, landscaping and design elements to ensure the  
21 compatibility of new industrial development where it abuts existing residential land uses. The  
22 MNP Update sets forth urban design policies that are intended to improve quality of life,  
23 promote compatible development and reinforce community stability, and is therefore consistent  
24 with this Comprehensive Plan Policy.

25 (13) F. Mixed-Use Development Policy 2, Development: Encourage development that  
26 preserves open space.

27 The Goal and Policy statements contained in MNP Update Chapter 3 (*Land Use and*  
28 *Urban Design*) are supportive of mixed-use development that provides on-site public amenities  
29 such as plazas, parks and open space (Goal 4, Policies 4.1 and 4.3). In addition, Policies 11.3 and  
30 12.3 (Chapter 6, *Parks, Recreation and Open Space*) promote the preservation of open space

1 with mixed-use development at the former Fairview Training Center site in a manner consistent  
2 with the *Fairview Training Center Redevelopment Master Plan* (Fairview Master Plan) and the  
3 Comprehensive Park System Master Plan. The MNP Update is therefore consistent with this  
4 Comprehensive Plan Policy.

5 (14) F. Mixed-Use Development Policy 3, Priorities for Mobility and Access: Facilitate  
6 development (land use mix, density, connectivity, design, and orientation) that reduces  
7 the need for, and frequency of, SOV trips and supports public transit, where applicable.

8 The MNP Update draws from the principles of the *Fairview Master Plan* in encouraging  
9 mixed-use development that fosters walkable, sustainable and vibrant mixed-use environments.  
10 Chapter 3 (*Land Use and Urban Design*) and Chapter 9 (*Opportunity Areas*) are supportive of  
11 mixed-use development that provides on-site public amenities such as plazas, parks and open  
12 space (Goal 4, Policies 4.1, 4.3 and 23.1), in addition to a high degree of pedestrian connectivity  
13 through development sites and to adjacent properties (Policy 4.2). The MNP Update also  
14 encourages coordination between private developers and the Salem-Keizer Transit District to  
15 foster residential densities, employment uses and streetscape designs supportive of the  
16 establishment of transit service within former Fairview Training Center site as envisioned in the  
17 *Fairview Master Plan* (Policy 23.2). In addition, pedestrian, bicycle and vehicle connections are  
18 emphasized between development areas and existing and future residential and employment uses  
19 adjacent to the Fairview site (Policy 23.3). Chapter 5 (*Transportation*) also places a high priority  
20 on non-single occupancy vehicle (SOV) level of service in street design, and a built environment  
21 that encourages pedestrian safety and the use of alternative modes of transportation (Goal 10,  
22 Policy 10.4). The MNP Update is therefore consistent with this Comprehensive Plan Policy.

23 (15) F. Mixed-Use Development Policy 4, Priorities for Mobility and Access: Reinforce  
24 streets as public places that encourage pedestrian and bicycle travel.

25 MNP Update Chapter 3 (*Land Use and Urban Design*) and Chapter 9 (*Opportunity*  
26 *Areas*) are supportive of mixed-use development that provides a high degree of pedestrian  
27 connectivity through development sites and to adjacent properties (Policy 4.2). Pedestrian,  
28 bicycle and vehicle connections are specifically emphasized between mixed-use development at  
29 the former Fairview Training Center site and existing and adjacent residential and employment  
30 uses (Policy 23.3). Further, Chapter 5 (*Transportation*) places a high priority on non-single

1 occupancy vehicle (SOV) level of service in street design, and a built environment that  
2 encourages pedestrian safety and the use of alternative modes of transportation (Goal 10, Policy  
3 10.4). The MNP Update is therefore consistent with this Comprehensive Plan Policy.

4 (16) F. Mixed-Use Development Policy 6, Design: Develop commercial and mixed-use  
5 areas that are safe, comfortable and attractive to pedestrians.

6 The MNP Update promotes pedestrian safety in commercial mixed-use developments,  
7 and the creation of attractive and walkable urban spaces. The *Salem Urban Area Activity Nodes  
8 and Corridors Map* is reproduced as MNP Update Figure 3.6 and depicts three Activity Nodes  
9 and Corridors located within the neighborhood; the Commercial Street Corridor, the 12<sup>th</sup>/13<sup>th</sup>  
10 Street Corridor and the former Fairview Training Center site. MNP Update Chapter 3 (*Land Use  
11 and Urban Design*) sets forth Goals and Policies intended to promote transit and pedestrian  
12 friendly mixed-use and commercial (re)development within the areas identified in Figure 3.6  
13 (Goals 4, 6 and 7; Policies 4.2, 4.3, 6.1, 6.3 and 7.1). In combination, these provisions  
14 demonstrate support for development that includes pedestrian walkways and connections within  
15 commercial parking areas, the establishment of new pedestrian friendly commercial and mixed-  
16 use centers, better integration of transit into commercial development designs, and design  
17 objectives to define Morningside's commercial streetscapes as vibrant and attractive multi-modal  
18 commercial corridors. In addition, Chapter 9 (*Opportunity Areas*) demonstrates the Morningside  
19 Neighborhood Association's continued support for the adopted principles and objectives of the  
20 Fairview Master Plan, which envisions the redevelopment of the former Fairview Training  
21 Center site as an innovative, sustainable, and highly-walkable mixed-use neighborhood (Goal 23,  
22 Policies 4.3, 23.1, 23.2, 23.3 and 23.4). The MNP Update is supportive of, and therefore  
23 consistent with, this Comprehensive Plan Policy.

24 (17) G. Commercial Development Policy 3, Redevelopment: Redevelopment of existing  
25 shopping and service facilities should be encouraged where appropriate.

26 The MNP Update anticipates the incremental redevelopment of commercial properties  
27 along the arterial streets that bound and bisect the Morningside Neighborhood. Goals 6 and 7,  
28 and Policies 6.1, 6.2, 6.3 and 7.1, (Chapter 3 - *Land Use and Urban Design*) convey  
29 neighborhood priorities regarding the provision of pedestrian pathways, screening and urban  
30 design elements for consideration in development plans at such time that redevelopment occurs.

1 The MNP Update is therefore consistent with this Comprehensive Plan Policy.

2 (18) G. Commercial Development Policy 4, Community Shopping and Service Facilities:  
3 Community shopping and service facilities shall be located adjacent to major arterials and  
4 shall provide adequate parking and service areas. Land use regulations shall include  
5 provisions for siting and development which discourage major customer traffic from  
6 outside the immediate neighborhoods from filtering through residential streets.

7 The MNP Update promotes commercial development along arterial streets in addition to  
8 development designs that enhance pedestrian connectivity and integrate non single-occupant  
9 vehicle transportation modes including transit, pedestrian and bicycle users. Goals 6 and 7, and  
10 Policies 6.1, 6.3 and 7.1 are intended to provide guidance toward the revitalization of  
11 Morningside Neighborhood's commercial corridors with multi-modal improvements including  
12 the installation of marked pedestrian pathways within commercial parking areas, pedestrian  
13 connections between building main entrances and sidewalks within the street right-of-way, and  
14 better integration with existing transit service. Through Goal 10 and Policies 10.4, 10.6, 10.7 and  
15 10.9, Chapter 5 (*Transportation*) emphasizes increased connectivity and improved usability of  
16 streets by all modes of transportation. In combination, the Goals and Policies of the MNP Update  
17 promote commercial designs that minimize and discourage major customer traffic from filtering  
18 through neighborhood streets to patronize commercial developments within the Neighborhood.  
19 The MNP Update is therefore consistent with this Comprehensive Plan Policy.

20 (19) H. Economic Development Goal: Strengthen the economic base of the Salem area  
21 to sustain the economic growth necessary to provide adequate employment opportunities  
22 and maintain community livability.

23 Updated Neighborhood Plan Chapters 3 (*Land Use and Urban Design*), 7 (*Sustainability*  
24 *and Environmental Quality*) and 9 (*Opportunity Areas*) demonstrate a community attitude  
25 conducive to progressive and successful economic development activities, promote development  
26 that fosters family-wage jobs in the community, and support economic development activities to  
27 improve Salem's economic viability and livability (Goals 5, 8 and 21; Policies 5.1, 8.1 and 15.4).  
28 In addition, the MNP Update emphasizes maintaining the Fairview Industrial Park as a major  
29 regional employment center by streamlining regulations (Policy 21.6), and supporting  
30 development in the industrial park that contributes to the local tax base (Policy 21.5). The MNP



1 Update is therefore consistent with this Comprehensive Plan Policy.

2 (20) H. Economic Development Policy 3, Economic Development Function: The  
3 established economic development entities' functions within the Salem urban area should  
4 include but not be limited to:

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

7 f. Encouraging the establishment and implementation of development standards  
8 which ensure an attractive climate for prospective industrial development.

9 MNP Update Chapter 3 (*Land Use and Urban Design*), Chapter 7 (*Sustainability and*  
10 *Environmental Quality*) and Chapter 9 (*Opportunity Areas*) include Goal and Policy statements  
11 that demonstrate a supportive community attitude toward progressive and successful economic  
12 activities. In this regard the MNP Update builds upon the objectives of the Fairview Urban  
13 Renewal Plan (2011) and promotes the creation of family-wage jobs, regulatory streamlining,  
14 and innovative economic development activities to improve Salem's economic viability and  
15 livability (Goals 5, 8 and 21; Policies 5.1, 8.1, 15.4, 21.1, 21.2, 21.3, 21.5 and 21.6). The MNP  
16 Update conveys a community attitude that promotes quality design and innovative economic  
17 development programs to foster an attractive climate for industrial development, and is therefore  
18 consistent with this Comprehensive Plan Policy.

19 (21) I. Industrial Development Goal: To encourage and promote industrial development  
20 which strengthens the economic base of the community and minimizes air and water  
21 pollution.

22 MNP Update Chapter 9 (*Opportunity Areas*), Goal 21 and Policies 21.1, 21.2, 21.3, 21.5  
23 and 21.6, are intended to maintain and enhance the Fairview Industrial Park, a regional  
24 employment center located along the eastern neighborhood boundary adjacent to the Union  
25 Pacific Railroad line and Salem Municipal Airport, as an economic development asset; providing  
26 diverse private investment opportunities, a fostering business investment that yields a  
27 preponderance of family-wage jobs, and contributing to the economic and social livelihood of  
28 the City of Salem. Furthermore, Policies 8.3 and 21.4 encourage water quality protection through  
29 the use of green stormwater infrastructure in all industrial development, and Policy 16.6 is  
30 intended to ensure that industrial development meets all environmental requirements and provide

1 adequate safeguards. The MNP Update is consistent with this Comprehensive Plan Policy.

2       **(22) I. Industrial Development Policy 6, Employee Services:** The zone districts shall  
3 allow appropriate on-site employee services and facilities in industrial parks.

4       MNP Update Policy 21.2 encourages limited retail and service uses to be included with  
5 new and retrofitted development in the Fairview Industrial Park to provide area employees  
6 opportunities within walking distance to fulfill functions such as eating and commerce on breaks  
7 and before and after work. The MNP Update is therefore consistent with this Comprehensive  
8 Plan Policy.

9       **(23) J. Transportation Policy 4, Multimodal Transportation System:** The transportation  
10 system for the Salem Urban Area shall consist of an integrated network of facilities and  
11 services for a variety of motorized and nonmotorized travel modes.

12       The Goals and Policies of the MNP Update support development of an integrated and  
13 multi-modal transportation network throughout the Morningside Neighborhood, with  
14 connections from and to adjacent neighborhoods, commercial and employment centers. Goal 10  
15 and Policies 10.2, 10.5 (Chapter 5, *Transportation*), and Policy 25.4 (Chapter 9 - *Opportunity*  
16 *Areas*) emphasize a high degree of street connectivity for future development in the south-central  
17 and southeastern portions of the Morningside Neighborhood that includes walkable block lengths  
18 and multiple external connections to existing transportation facilities. Goal 12 and Policies 12.1,  
19 12.2, 12.3 (Chapter 6 - *Parks, Recreation and Open Space*), and Policies 22.1, 22.2 and 24.9  
20 (Chapter 9 - *Opportunity Areas*) promote development of the trail, sidewalk and multi-use  
21 pathway systems proposed in the Comprehensive Parks System Master Plan to provide non-  
22 motorized travel options through the neighborhood and to outside destinations including the  
23 City's downtown core. In addition, Policies 22.1, 23.2 and 23.3 (Chapter 9 - *Opportunity Areas*)  
24 encourage the expansion of transit service and integration of pedestrian and bicycle system  
25 connections with existing and proposed trails and pedestrian/bicycle amenities provided in the  
26 Fairview Industrial Park and at the former Fairview Training Center site. Further, Chapter 5  
27 (*Transportation*) calls for an increased emphasis on providing pedestrian and bicycle amenities  
28 in streetscape design throughout the Morningside Neighborhood. The MNP Update is therefore  
29 consistent with this Comprehensive Plan Policy.

30       **(24) J. Transportation Policy 5, Connectivity and Circulation:** The vehicle, transit,

1 bicycle, and pedestrian circulation systems shall be designed to connect major population  
2 and employment centers in the Salem Urban Area, as well as provide access to local  
3 neighborhood residential, shopping, schools, and other activity centers.

4 Connectivity and multi-modal travel are key transportation themes in the MNP Update.  
5 Goal 10 and Policies 10.2, 10.4, 10.5, 10.6, 22.1, 23.2, 23.3, 24.2, and 24.3 are intended to  
6 improve efficiency and safety for all transportation modes, and Policy 10.1 emphasizes on  
7 pedestrian connectivity to activity areas including schools and parks. Chapter 5 (*Transportation*)  
8 and Chapter 6 (*Parks, Recreation and Open Space*) also promote the development of the trail,  
9 sidewalk and multi-use pathway systems depicted in the Comprehensive Parks System Master  
10 Plan to provide non-motorized travel options through the neighborhood and to outside  
11 destinations including the City's downtown core. The MNP Update is therefore consistent with  
12 this Comprehensive Plan Policy.

13 (25) J. Transportation Policy 11, Decreased Reliance on the SOV: Local governments  
14 within the Salem Urban Area shall develop multimodal plans, services, and programs that  
15 decrease reliance on the SOV as the dominant means of travel...

16 The Goals and Policies of the MNP Update promote a multi-modal transportation system  
17 and are intended to decrease reliance on single occupant vehicle (SOV) travel and improve  
18 efficiency and connectivity for all transportation modes. Goals 10 and 12 (Chapter 5 -  
19 *Transportation* and Chapter 6 - *Parks, Recreation and Open Space*) also promote the  
20 development of trail, sidewalk and multi-use pathway systems to provide non-motorized travel  
21 options through the neighborhood and to destinations outside the neighborhood boundary.  
22 Policies 22.1, 23.2 and 23.3 (Chapter 9 - *Opportunity Areas*) encourage the expansion of transit  
23 service in the neighborhood and integration of pedestrian and bicycle system connections with  
24 existing and proposed trails and pedestrian/bicycle amenities provided in the Fairview Industrial  
25 Park and at the former Fairview Training Center site. In addition, Chapter 5 (*Transportation*)  
26 calls for an increased emphasis on providing pedestrian and bicycle amenities in streetscape  
27 design. Further, Goal 10 and Policies 3.1, 6.3, 23.2 and 24.11 promote enhanced access to and  
28 integration between transit service and private development. The MNP Update is therefore  
29 consistent with this Comprehensive Plan Policy.

30 (26) J. Transportation Policy 14, Transportation Safety: Local governments within the

1 Salem Urban Area shall make as a high priority the planning, design, construction, and  
2 operation of a safe transportation system for all modes of travel including minimizing  
3 conflicts between different travel modes.

4 MNP Update Policies 10.1, 10.6, 10.7, 10.8, 10.9 and 25.3 place an emphasis on  
5 improving pedestrian and driver safety and efficient traffic flow for all transportation modes.  
6 Through these policies the updated Plan prioritizes sidewalk installation within ¼ mile of schools  
7 and parks, the use of high-visibility markings at marked crosswalks and installation of curb  
8 extensions at intersections to minimize pedestrian crossing distances, in addition to sidewalk  
9 infill along Commercial Street SE. Policy 25.2 also encourages access management along  
10 Kuebler Blvd. SE between 27<sup>th</sup> Avenue SE and Interstate Highway 5. In an effort to minimize  
11 conflicts between motorized and non-motorized travel modes, Policy 6.1 also encourages the  
12 installation of marked pedestrian pathways within commercial parking areas and pedestrian  
13 connections between building main entrances and sidewalks within the street right-of-way. The  
14 MNP Update is therefore consistent with this Comprehensive Plan Policy.

15 (27) J. Transportation Policy 19, Neighborhood Livability: Transportation facilities shall  
16 be designed and constructed to: minimize noise; energy consumption; neighborhood  
17 disruption; economic losses to the private or public economy, and social, environmental,  
18 and institutional disruptions; and to encourage the use of public transit, bikeways, and  
19 walkways.

20 MNP Update Chapter 8 (*Public Facilities and Community Services*) states that adverse  
21 impacts of street construction on the neighborhood should be minimized (Policy 19.5). In  
22 addition, Goal 23 and Policy 23.4 (Chapter 9 – *Opportunity Areas*) promote street infrastructure  
23 designed according to the low-impact and environmentally sensitive development principles of  
24 the Fairview Master Plan for consideration city-wide. Chapter 10 (*Transportation*) also calls for  
25 the increased availability of transit serving the neighborhood, and increased emphasis on  
26 providing pedestrian and bicycle amenities in streetscape design. Furthermore, Chapter 6 (*Parks,*  
27 *Recreation and Open Space*) promotes the development of an interconnected trail, sidewalk and  
28 multi-use pathway system to provide non-motorized travel options through the neighborhood.  
29 The MNP Update promotes a transportation system that conforms with this Comprehensive Plan  
30 Policy.



1           **(28) J. Transportation Policy 25, Airport Compatibility:** Land uses around McNary  
2           Airport shall be required to provide an environment compatible with the airport and its  
3           operation which will not be adversely affected by noise and safety problems.  
4           Appropriate development regulations shall be adopted as the City of Salem identifies  
5           suitable technical and procedural measures.

6           Portions of the southeast corner of the Morningside Neighborhood are located within the  
7           Federal Aviation Administration (FAA) designated approach corridor for Salem Municipal  
8           Airport Runway 34. To foster an environment that is compatible with airport operations, MNP  
9           Update Policy 24.6 encourages future development within the approach corridor to be consistent  
10          with FAA guidelines for land use and noise compatibility in this area. The MNP Update is  
11          consistent with this Comprehensive Plan Policy.

12          **(29) K. Open Space, Parks and Recreation Policy 1, Park Acquisition and Development:**  
13          Public parks shall be acquired and developed as recommended by the Comprehensive  
14          Park System Master Plan. Early acquisition of park sites shall be considered in  
15          anticipation of future needs and to minimize land costs as described in the Urban Growth  
16          Management Program.

17          The MNP Update acknowledges a significant deficit of public parkland within the  
18          neighborhood, as identified in the Comprehensive Park System Master Plan. Chapter 6 (*Parks,*  
19          *Recreation and Open Space*) encourages the acquisition of parkland and development of park  
20          facilities within the neighborhood in accordance with the Comprehensive Park System Master  
21          Plan (Goal 11; Policies 11.1, 11.2 and 11.3). In addition, Goal 12 and Policies 12.1, 12.2 and  
22          12.3 promote the establishment of the trail and multi-use pathway system depicted in the  
23          Comprehensive Parks System Master Plan. The MNP Update further encourages the availability  
24          of and access to recreational opportunities by promoting the inclusion of parks, playgrounds and  
25          open space in residential and mixed-use developments (Policies 2.6, 3.2 and 4.1) and  
26          emphasizing the provision of sidewalks near parks and schools (Policy 10.1). The MNP Update  
27          is therefore consistent with this Comprehensive Plan Policy.

28          **(30) K. Open Space, Parks and Recreation Policy 3, Recreation:** Private and public  
29          sectors should look for opportunities to meet park facility needs through cooperative  
30          agreements. The City shall provide the foundation for private programs or facilities,

1 volunteers, and other appropriate methods to supplement and extend the City's resources  
2 in developing and maintaining the park system.

3 MNP Update Chapter 6 (*Parks, Recreation and Open Space*) support opportunities for  
4 private and public sector partnerships to meet park facility needs and enhance the role of park  
5 amenities in the community. Policies 12.1, 12.2 and 12.3 promote engagement of private  
6 landowners by the Morningside Neighborhood Association and City of Salem to obtain access  
7 rights and/or broker acquisitions to enhance park and open space amenities in the Morningside  
8 Neighborhood. In addition, Policies 14.2 and 17.2 promote partnership opportunities with non-  
9 governmental organizations in organizing educational events, riparian restoration activities and  
10 tree planting efforts on public parkland. The MNP Update is therefore consistent with this  
11 Comprehensive Plan Policy.

12 (31) K. Open Space, Parks and Recreation Policy 7, Riparian Related: The development  
13 of uses relating to the Willamette River and area streams for recreation and scenic  
14 enjoyment should be encouraged.

15 Chapter 6 (*Parks, Recreation and Open Space*) of the MNP Update sets forth Policies  
16 intended to enhance public access to and enjoyment of streams and tributaries within the  
17 Morningside Neighborhood. Policies 12.1, 12.2 and 12.3 specifically advocate for the  
18 development of the off-street trail and multi-use pathway system adjacent to the principal forks  
19 of Pringle Creek as identified in the Comprehensive Park System Master Plan. The MNP Update  
20 is therefore consistent with this Comprehensive Plan Policy.

21 (32) N. Scenic and Historical Areas, Natural Resources and Hazards Policy 4, Drainage  
22 Courses: Storm water storage facilities shall be located, designed, and maintained in  
23 accordance with the Storm Water Master Plan and the Comprehensive Parks System  
24 Master Plan in order to facilitate joint use of such facilities to the extent possible.

25 MNP Update Chapter 6 (*Parks, Recreation and Open Space*) encourages the use of  
26 public parkland to enhance riparian corridor buffers, which is anticipated to minimize  
27 impervious surfaces adjacent to waterways in some locations, improve stream health and  
28 increase riparian corridor water storage capacity (Goal 14 and Policy 14.1). The MNP Update  
29 also encourages the use of *green* street, stormwater and utility infrastructure designs (Policies  
30 8.4, 16.4 and 23.4), which is consistent with and complementary to the policies, objectives and

1 recommendations of the Storm Water Master Plan and Comprehensive Park System Master  
2 Plan. The MNP Update is therefore consistent with this Comprehensive Plan Policy.

3 **Section 2.** The Morningside Neighborhood Plan, Adopted June 11, 1984, is hereby rescinded in  
4 its entirety and replaced with the “Morningside Neighborhood Plan,” as set forth in “Exhibit 1,”  
5 which is attached hereto and incorporated herein by reference.

6 **Section 3.** SRC 64.005(g)(8) is amended to read as follows:

7 “Morningside Neighborhood Plan, adopted by by Ordinance No. 67-84, enacted June 11,  
8 1984; and repealed and replaced by Ordinance No. 2-14, enacted [insert date].”

9 **Section 4.** The Goals, Policies and Generalized Land Use Map of the Morningside  
10 Neighborhood Plan adopted by Section 2 of this ordinance are hereby made a Component of the  
11 Salem Area Comprehensive Plan.

12 **Section 5.** The portions of the Morningside Neighborhood Plan adopted by Section 2 of this  
13 ordinance other than the Goals, Policies and Generalized Land Use Map are hereby made  
14 Support Documents of the Salem Area Comprehensive Plan.

15 **Section 6. Severability.** Each section of this ordinance, and any part thereof, is severable, and if  
16 any part of this ordinance is held invalid by a court of competent jurisdiction, the remainder of  
17 this ordinance shall remain in full force and effect.

18 **Section 7. Effective Date.** This ordinance shall be effective on [Insert Date], 2014.

19 PASSED by the City Council this \_\_\_\_\_ day of \_\_\_\_\_, 2014.

20 ATTEST:

21  
22  
23 City Recorder

24 Approved by City Attorney: 

25  
26 Checked by: L. Anderson-Ogilvie

27 g:\group\legal\council\2014\032414 updated morningside neighborhood plan ord 2-14.doc



Homes • Jobs • Environment • Parks • History • Schools • Transportation • Services

# Morningside Neighborhood Plan

Salem, Oregon  
December 17, 2013  
DRAFT



## MORNINGSIDE NEIGHBORHOOD PLAN

### ACKNOWLEDGEMENTS

#### Salem City Council

Anna Peterson (Mayor)

Warren Bednarz  
Chuck Bennett  
Rich Clausen  
Dan Clem

Diana Dickey  
Brad Nanke  
Laura Tesler  
Sheryl Thomas

#### Salem Planning Commission

Sheronne Blasi  
David Fox  
Rich Fry  
Sharon Guyer

James Lewis (Chair)  
Jean Palmateer  
David Williams

#### Morningside Neighborhood Executive Board

Janet Bubl  
Lloyd Chapman  
McKenzie Farrell  
Larry George (through May '13)  
Sam Hall  
Tina Hansen  
Geoffrey James  
Robert Krebs  
Keith Kueny  
Michael Lindley

Alan Meyer  
Muriel Meyer  
Chap Milbank  
Mike Mitchell  
James Santana (through July '12)  
Pamela Schmidling (Chair)  
Tony Soren (through Nov. '11)  
Alan Tocchini  
Bennie Yows

#### Citizen Participants

Marcus Berlin  
Jason Brandt  
Rep. Kevin Cameron  
Nacole Cavette  
Justin Cavette  
Steve Dickey  
John Drager  
Justin Ego  
Pastor Ken Engelking  
Mike Erdmann  
Lee Floyd  
Randy Floyd  
Roy Hall  
Matt Harrell  
Levi Herrera-Lopez  
Kenneth Hetsel

Hollis Hilfiker  
Jackie Hilfiker  
Craig Hobbs  
Carol Jones  
Ken Karnosh  
Claire Killbrew  
Jeffrey Knapp  
Jeff Leach  
Tracy LeFebure  
Doug Lethin  
Melissa Lindley  
Joan Lloyd  
Jill Loewen  
Julie Mather  
Paul Mather  
Nancy McDaniel

## MORNINGSIDE NEIGHBORHOOD PLAN

Leah McMillan  
Susan Mead  
Tami Meyers  
Judith Moore  
Eldo Murphy  
Janet Murphy  
Tony Nielsen  
Murray C. Nunn  
Robert Nunn  
Bob Petersen  
E.T. Roberts  
Alan Roodhouse  
Parviz Samiee  
Paul Schaffer  
Viola Schaffer  
Mary Schmidgall

Chuck Sides  
Julie Singer  
James Sinks  
Grace Smith  
Guy Sparkman  
Earl Strausbaugh  
Bob Tompkins  
John Trelstad  
Sandie Trelstad  
Bob Tribotti  
Jeffrey Tross  
Deb Vaughn  
Steve Ward  
Dick Werder

### Barney & Worth, Inc.

Libby Barg, Senior Associate  
Toni Flitcraft, Research Associate  
Clark Worth, Principal

### City of Salem

Vickie Hardin Woods, Director, Community Development Department (ret. June '13)  
Glenn Gross, Urban Planning Administrator / Interim Director, Community Development  
Jason Richling, Project Manager, Planner II

### *Other Contributing Staff*

Mark Bectel, Parks and Transportation Services Manager  
Barry Buchanan, Senior Utilities Planning Engineer  
Robin Bunse, Engineering Technician  
Jill Corcoran, Economic Development Project Coordinator  
Kimberli Fitzgerald, Senior Historic Planner  
Patricia Farrell, Natural Resources Specialist  
Alan Kessler, Technology Support Analyst  
Judith Johnduff, Transportation Planner  
Nitin Joshi, Water and Environmental Resources Manager  
Keith Keever, Parks Superintendent  
Ralph Lambert, Senior Project Manager  
Tony Martin, Assistant City Traffic Engineer  
Lyle Misbach, Development Services Engineer  
Jon Nottage, Stormwater Quality Supervisor  
Clifton Serres, Assistant City Engineer  
Julie Warncke, Transportation Planning Manager  
Andrew Wilch, Housing Administrator

## MORNINGSIDE NEIGHBORHOOD PLAN

### Mid-Willamette Valley Council of Governments

Leslie Hegewald, GIS Analyst

### Oregon Department of Transportation

Dan Fricke, Senior Transportation Planner  
James T. (Tim) Potter, Area 3 Manager

### Pringle Creek Community

Margaret GanderVo, Manager  
Jane Poznar

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## Chapter 1 - INTRODUCTION

### PURPOSE

The purpose of the Morningside Neighborhood Plan (Plan) is to communicate a broad range of issues that are important to the neighborhood, and to provide detailed goals, policies and recommendations to guide and inform decisions affecting the neighborhood with regard to livability, land use, development, public facilities and economic growth. The Morningside Neighborhood Plan is the product of collaboration and input from a diverse assemblage of property owners, residents, business operators and community stakeholders. The neighborhood planning process was widely advertised and provided substantial opportunity for interested parties to participate at all stages of plan development. The Plan is intended for use by all those who have interest in the character, livability and future development of the Morningside Neighborhood, including but not limited to local officials; development interests; state, county, regional and federal agencies; business operators; neighborhood and community groups and citizens of all backgrounds.

*"Never doubt that a small group of thoughtful, committed, citizens can change the world.*

*Indeed, it is the only thing that ever has."*

*-- Margaret Mead*

The goals, policies and generalized land use map of the Morningside Neighborhood Plan are components of the Comprehensive Plan, and the neighborhood plan serves as the guiding document for the neighborhood association's recommendations to City boards, commissions or outside agencies. Likewise, the neighborhood plan shall be taken into account by City boards, commissions and agency staff in making any decision or recommendation which would affect the Morningside Neighborhood. The City Council may consider the neighborhood plan before making any final decision as to the acquisition, construction or improvement of public facilities in the neighborhood.

### RELATIONSHIP TO THE COMPREHENSIVE PLAN

The goals, policies and generalized land use map contained herein are components of the Comprehensive Plan. Pursuant to Salem Revised Code (SRC) 64.320, only the goals and policy statements in a neighborhood plan and generalized land use map may be considered for adoption as components of the Comprehensive Plan. Portions of the neighborhood plan other than goal and policy statements may be adopted as supporting documents. Adopted components shall be consistent with the Comprehensive Plan Map, Comprehensive Policies Plan and the statewide planning goals. Specific recommended actions as to land use or public improvements are not adopted as part of the Comprehensive Plan but are intended to be considered in making subsequent legislative land use decisions affecting the neighborhood. In the

## MORNINGSIDE NEIGHBORHOOD PLAN

event of any conflict between an adopted neighborhood plan and the statewide planning goals, the Comprehensive Plan or the SRC; the statewide planning goals, the Comprehensive Plan or the SRC shall control.

### PLAN ORGANIZATION AND OVERVIEW

The Morningside Neighborhood Plan has been created by Morningside residents, property owners, business operators and community stakeholders. It details goals and policies that define and shape the Morningside Neighborhood, and it recommends specific projects and other actions to accomplish the unique vision for the future envisioned in this Plan.

The Morningside Neighborhood Plan contains the following chapters:

1. Introduction
2. Neighborhood Vision and Profile
3. Land Use and Urban Design
4. Neighborhood Heritage
5. Transportation
6. Parks, Recreation and Open Space
7. Sustainability and Environmental Quality
8. Public Facilities and Community Services
9. Opportunity areas
10. Generalized Land Use Map
11. Conceptual Land use Map

Chapters 1 and 2 provide background, purpose and contextual information regarding the Morningside Neighborhood. Chapters 3 through 9 are comprised of goals, policies and recommended actions relevant to the identified topic areas and are intended to implement the community vision statement.

### TERMS

For the purposes of the Morningside Neighborhood Plan, the terms 'Goal,' 'Policy' and 'Recommended Action' are defined in the following way:

- GOAL  
A goal is a general statement indicating the neighborhood's desired end, and it represents a stated value toward which effort is directed for achievement.
- POLICY  
A policy is a strategic statement toward a definite course or method of action from among alternatives and in light of given conditions to guide and determine present and future decisions.

#### *Obligation:*

*Goal and policy statements contained in the neighborhood plan are consistent with the Comprehensive Plan and statewide land use planning goals. Neighborhood plan goals and policies, in concert with the adopted generalized land use map, shall be the basis for the neighborhood*

## MORNINGSIDE NEIGHBORHOOD PLAN

*association's recommendations to any City board, commission, or agency, and likewise shall be considered by City boards, commissions and agency staff in making any decision or recommendation which would affect the Morningside Neighborhood.*

- **RECOMMENDED ACTION**

A recommended action is a statement that summarizes a specific project or that is important to the Morningside Neighborhood. Recommended actions also refer to specific projects, standards or courses of action the community desires the City, Morningside Neighborhood or other parties to take in regard to specific issues.

*Obligation:*

*Recommended actions represent specific recommendations as to land use or public improvements and are not adopted as part of the Comprehensive Plan, but may be considered in making subsequent legislative land use decisions affecting the Morningside Neighborhood.*

*The listing of the recommended actions in the Plan does not obligate the City to accomplish them. Neither do the recommended actions impose obligations on applicants who request amendments or changes to the Comprehensive Plan or its neighborhood plan components. However applicants for development are encouraged to incorporate applicable recommended actions into projects located within the Morningside Neighborhood.*

- **OPPORTUNITY AREA**

Opportunity areas are local areas of regional significance within the Morningside Neighborhood that are key focal points for growth and community vitality in the community. The Plan identifies three opportunity areas: 1) the Fairview Commerce Center, 2) the former Fairview Training Center site, and 3) the Kuebler Blvd. / I-5 Interchange – Northwest Quadrant. Goals, policies and recommended actions relevant to opportunity areas are intended to provide focused input relevant to a limited geographic area and inform future development decisions affecting these community resources.

## STRUCTURE AND HIERARCHY

The Morningside Neighborhood Plan is formatted into topic-specific chapter divisions for the purposes of plan structure and organization. Such divisions are not mutually exclusive, and a specific activity or use of land may be considered with regard to any applicable goal or policy statement contained within the Plan. For hierarchical purposes, goal and policy statements from one or more topic-specific chapters, except those statements specific to identified opportunity areas (Chapter 9), shall be considered at the same level. Within identified opportunity areas, the goal and policy statements of the specific opportunity area shall be considered in concert with, and in the case of conflict, supersede applicable statements contained elsewhere within this Plan.

### NEIGHBORHOOD PLANNING PROCESS

#### BACKGROUND

The first Morningside Neighborhood Plan was adopted by the City Council as a detailed plan of the Salem Area Comprehensive Plan on June 11, 1984. The 1984 plan was based in part on goals and policies developed by the Morningside Executive Board in 1981 that were intended to provide a framework for Executive Board responses to the Planning Commission and City Council on land use issues as outlined in the bylaws. Subsequently, the Morningside Neighborhood Executive Board prepared updates to the original neighborhood plan in 1994 and 2004. However, due to City budgetary constraints, the 1994 and 2004 versions of the plan were not taken forward for consideration by the City Council.

#### MORNINGSIDE 360°

In the summer of 2011, the Morningside Neighborhood Association and the City of Salem partnered to update the Morningside Neighborhood Plan to capture the community's priorities for the future. The current update to the Morningside Neighborhood Plan was developed through a planning and engagement process known as *Morningside 360°* by multiple stakeholders representing the Morningside Neighborhood Association, residents, property owners, business operators, community organizations and other interested persons.



#### *Working Group:*

An informal project Working Group was convened, which consisted of members of the Morningside Neighborhood Association Executive Board and Morningside residents. The structure of the Working Group was that of a 'core' group and a group of fluctuating participants varying by topic area, level of interest and availability.

#### *Community Engagement:*

The community was engaged throughout the *Morningside 360°* process. An outreach consultant, Barney & Worth, Inc., was retained for the purposes of project branding, developing an effective community engagement plan, and designing outreach materials for the project. Overall, the project has involved input from over 100 Morningside residents, property owners, business operators, community stakeholders, City staff and agency partners. The *Morningside 360°* public outreach activities are summarized below:

- Postcard Mailer: A postcard mailer was developed and delivered via standard U.S. to all Morningside property owners and businesses to announce the September 28, 2011 project kick-off meeting and to

## MORNINGSIDE NEIGHBORHOOD PLAN

provide information on how to become involved in the *Morningside 360°* planning effort. A digital version of the post card was also distributed via email to Morningside resident and business email addresses provide by the City's Neighborhood Enhancement Division.

- Project Website: A city-hosted *Morningside 360°* webpage was created and updated with project materials, including meeting notes, background materials, upcoming meeting dates and times, project contacts, and information on how to be involved in the neighborhood planning process.
- Email Updates: Notifications for all *Morningside 360°* meetings, public open houses, Neighborhood Association meetings and document updates were regularly distributed via email to citizen participants, area businesses, the Salem Area Chamber of Commerce, members of the development community, outside agencies, community organizations and other interested parties.
- Community Surveys: Two community surveys were deployed during the early project stages. The first was distributed in hard copy during the September 28, 2011 kickoff meeting and online thereafter, and it focused on identifying neighborhood priorities, strengths and opportunities, and additional ideas regarding public outreach. The second survey was made available online in late 2011 for the purpose of prioritizing the large number of community comments received at the time regarding Parks, Recreation and Open Space. Results of the surveys were provided to the Working Group and made available to the public.
- Goal and Policy Development Meetings: Ten community meetings were held between November 2011 and April 2012 to gather input from the project Working Group and the public on topics including: the general structure and content of the Plan; housing and neighborhood heritage; parks, open space and connectivity; the Salem Transportation System Plan, commercial zones; Kuebler/I-5 Interchange Area – NW Quadrant; Fairview Industrial Park; the former Fairview Training Center site; and natural resources. Meeting discussions were facilitated by City staff and the Morningside Neighborhood Chair, and they were informed by input from and/or presentations by key staff and outside agency representatives with particular expertise regarding the topics areas.
- Neighborhood Association Meetings: Updates regarding the *Morningside 360°* project were provided at each of the Morningside Neighborhood Association's monthly meetings since September 2011. Monthly Neighborhood Association meetings were also utilized for the purpose of obtaining a vote of the Morningside Neighborhood Board on policy issues and project milestones throughout the development of the Plan.



## MORNINGSIDE NEIGHBORHOOD PLAN

- Targeted Mailings: Due to the conceptual land use changes that the Plan envisions in the Kuebler/I-5 Interchange Area, NW Quadrant, two targeted mailings were conducted to notify area property owners, business operators and community stakeholders within the focus area regarding upcoming meetings where the Kuebler/I-5 Interchange Area, NW Quadrant would be discussed, and to solicit their input, opinions and perspectives.
- Public Open House/Informational Meetings: Four public open houses/informational meetings, including the project kickoff meeting and three public informational meetings, were held at centrally-located and transit-accessible venues in the Morningside Neighborhood during the early evening hours to encourage attendance and convenience for neighborhood residents, property owners, business operators and other stakeholders.
- Social Media: The *Morningside 360°* project utilized social media for community outreach through the use of Facebook and Twitter. Profiles for the project were provided on the social media sites, which were updated with meeting information, project updates and relevant or interesting web links.
- Print Media: The *Morningside 360°* project kickoff and public informational meetings were publicized in press releases issued by the City and posted on the City's website homepage. The project was also featured in the City's February 2012 'Community Connection' newsletter and has been the subject of several 'South Salem Community' blog posts in the Statesman Journal.
- Stakeholder Interviews: Twelve stakeholder interviews were conducted during the spring of 2012 designed specifically to engage and solicit comments from Morningside businesses, owners of underdeveloped properties, members of the development community and community organizations.
- Neighborhood Plan Work Sessions: Eight neighborhood plan work sessions were conducted in December 2012 and October 2013 to review and refine elements of the draft Plan. All comments were considered, and changes to the draft Plan were authorized by a majority vote of work session participants and Working Group members.

A draft version of the Plan was made available for review and comment by all Morningside residents, property owners, business operators and community stakeholders on November 28, 2012. After considering comments and suggestions submitted by interested parties, the Plan was endorsed by the Neighborhood Association on July 10, 2013 and forwarded to the Planning Commission for its consideration. The City Council adopted the Plan by legislative amendment on [DATE].

# Chapter 2 – NEIGHBORHOOD VISION AND PROFILE

## VISION

The goals, policies and recommended actions envisioned in this Plan are intended to transform Morningside into a locus of innovative, vibrant and socially-responsible development in the Salem area while supporting its role as a vital regional employment center.

A realized vision will promote economic and social prosperity through local job creation, quality and value-added development, environmentally sensitive and pedestrian-oriented urban design, and increased opportunities for active living. This vision includes renewed vitality of the Fairview Industrial Area as a critical employment center, continued community support for the sustainability concepts established in the Fairview Master Plan, and an updated focus for the NW Quadrant of the Kuebler/I-5 Interchange Area. The Plan also promotes an interconnected system of sidewalks, bike paths and off-street multi-use pathways providing safe connections to all areas of the neighborhood.

Other signature components of this vision are revitalization of Morningside's commercial corridors and innovative residential design concepts to diversify Morningside's residential offerings and foster complete neighborhoods, welcoming residents of varying income levels, lifestyles and housing preferences while preserving the suburban character of the neighborhood. New housing will be woven into the existing residential fabric and retrofit the neighborhood's urban form to reinforce and engage the streetscape as an active public space while minimizing potential impacts on adjacent residential-zoned properties. There will also be successful neighborhood commercial centers and corridors with shops, cafes and services that meet local needs and draw people from other neighborhoods, a strong commitment to local schools and businesses, and convenient access for users of all modes of transportation.

## PROFILE

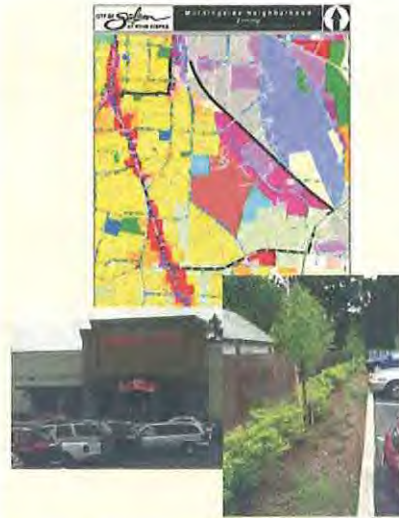
The Morningside Neighborhood is a large and diverse neighborhood positioned at an urban ecotone between denser, more intensive development in the city's downtown core to the north and grading into lower-density suburban residential development patterns characteristic of much of South Salem. The neighborhood is approximately 1,774 acres (2.77 square miles) in area, excluding street rights-of-way. Morningside is an integrated community with shopping, dining, places of worship, a regional employment center, recreation opportunities and transit service within close proximity to one another. The overall development pattern of



## MORNINGSIDE NEIGHBORHOOD PLAN

the Morningside Neighborhood fosters a sense of convenience, spaciousness and potential. Several significant undeveloped and under-developed areas are located within the boundaries of the Morningside Neighborhood, including the area identified as the Northwest Quadrant of the Kuebler/I-5 Interchange Area and the 275-acre former Fairview Training Center properties.

The Morningside Neighborhood Association is the recognized community organization representing the interests of the Morningside Neighborhood and is an established and influential neighborhood advocacy group. The Morningside Neighborhood Association was recognized in August 2012 with the City's Outstanding Neighborhood Association Award for its work toward the update of this Plan and leadership in emergency preparedness through the local Community Emergency Response Team (CERT) program.



### LOCATION

The Morningside Neighborhood is bound on the north generally by the southern line of the lots fronting on the south side of Vista Avenue SE between Commercial Street SE and Bluff Drive SE and by the centerline and centerline extended of McGilchrist Street SE between 12<sup>th</sup> Street SE and the Union Pacific Railroad tracks, and on the south by the centerline of Kuebler Boulevard SE. The west neighborhood boundary is formed by the centerline of Commercial Street SE and the west line of properties fronting on the west side of 12<sup>th</sup> Street SE between Vista Avenue SE and McGilchrist Street SE. To the east the neighborhood is bound by the Union Pacific Railroad tracks and Interstate Highway 5 (Figure 2.1).

### PHYSICAL ENVIRONMENT

The topography of Morningside varies between 180 and 215 feet along Pringle Creek near the eastern neighborhood boundary, rising toward the south and west to elevations of 450 and 500 feet along a system of broad broken ridges running northwest to southeast along the central portion of the neighborhood. To the west of the central ridges, elevations decrease slightly to between 300 and 400 feet along Commercial Street SE.

The neighborhood is bisected roughly southwest to northeast by perennial and intermittent portions of Clark Creek in the north, Pringle Creek in the center, and the West Middle Fork of Pringle Creek in the south. Clark Creek Park, Leslie Middle School and a network of city-owned wetlands adjacent to Fairview Industrial Drive provide public access to the riparian corridors of Clark and Pringle Creeks, while several significant riparian areas in the southern-central portion of Morningside are held in private ownership on large undeveloped or under-developed parcels.



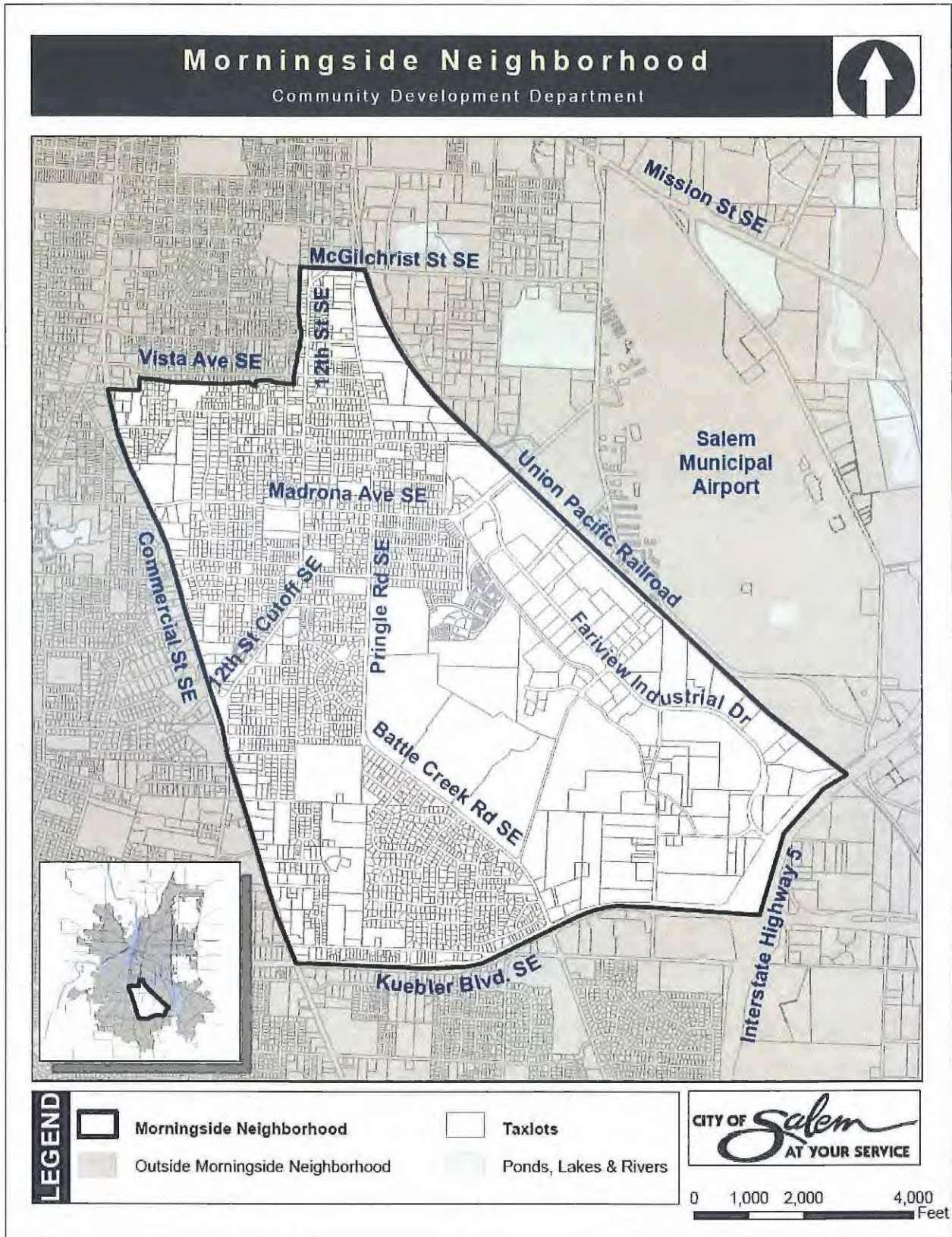


Figure 2.1: Morningside Neighborhood



### NEIGHBORHOOD HISTORY

The Morningside Neighborhood takes its name from the Morningside Addition (Figure 2.2), a narrow subdivision of 157 parcels extending from Judson Street (just south of Hoyt) to Pringle Creek beyond Oak Hill. The subdivision was filed by the Salem Motor Railway Corporation in April of 1893, with E. Parkhurst as President and F. N. Derby as the Secretary. The company was in the process of expanding its electric trolley system out 12<sup>th</sup> Street to Hoyt Street. An early 1894 edition of the Statesman Journal indicated that "The Salem Motor Railway Corporation now has tracks laid out to the Morningside Addition."

The Morningside Addition was initially platted as a two-block-wide subdivision from Judson Street to Heather Lane on the west side of 12<sup>th</sup> Street. The lots in this section varied from 4,000 to 8,000 square feet in area and would have been located closest to the trolley line. From Heather Lane to Oakhill Avenue, the Morningside Addition stretched from east of Peck Street to Pringle Road, with the parcels being described as 5- and 10-acre outlots.

Through the 1880's, Salem grew slowly, and the city limits did not extend south of today's Bush's Pasture Park. However, in 1889, the Thomas Kay Woolen Mill (now Mission Mill) was completed, and trolleys began to spread in all directions. Within a year, electric trolleys replaced the initial horse trolley, and two companies built competing systems. Developers who financed these systems also owned the subdivisions into which the trolleys ran. Although the trolleys never broke even, profits were made on the sale of lots.

Further to the south and west, fruit farms dominated what would become the bulk of the Morningside Neighborhood, which were later characterized by 5- and 10-acre subdivisions created in the early 20<sup>th</sup> century. The Fabritus Smith donation land claim was divided into many small lots, along with the original claim of the Ewald family. Other early claims in the neighborhood included Holman, Pringle, Strong, Waldo and Davidson. The current Madrona Street was initially called Strong Road.

The farms raised a variety of fruit, including apples, cherries and prunes. Some of the original orchard trees remain throughout the neighborhood, with notable examples located at Clark Creek Park.

The original boundary of the city in 1862 extended as far south as Mission Street and Hines Street. It wasn't until 1903 that additional land was added to the city, extending the city limits south to Hoyt Street. The most northerly portions of the

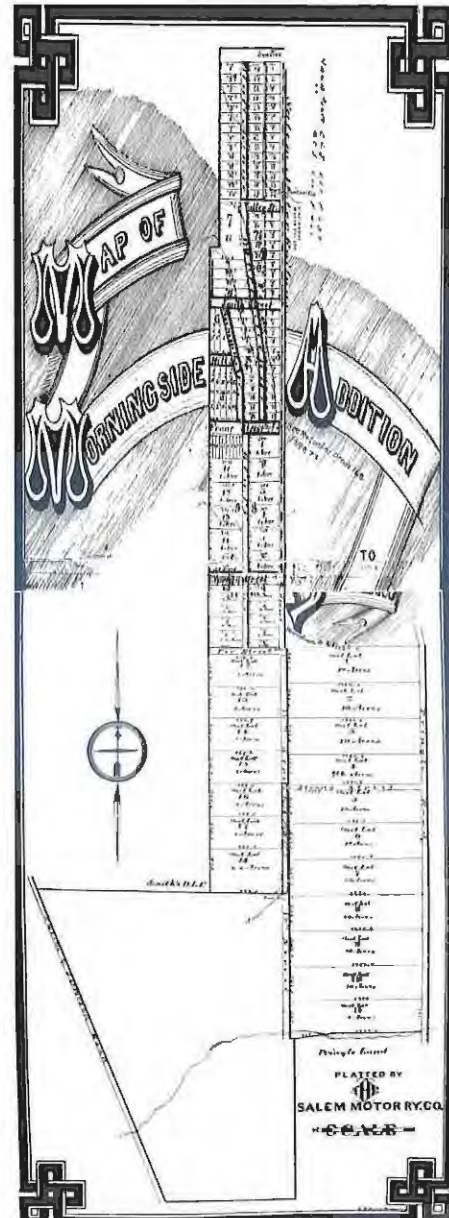


Figure 2.2: Morningside Addition  
circa 1893

Source: Marion County Public Works



## MORNINGSIDE NEIGHBORHOOD PLAN

Morningside Neighborhood did not become part of the city until the late 1950's and early 1960's. The bulk of the Morningside Neighborhood was annexed to the city between 1958 and 1988, with the most recent additions annexed in July of 1990. Portions of the neighborhood that were developed prior to annexation to the City of Salem can generally be identified by a lack of sidewalks. The Morningside Neighborhood is currently home to approximately 1,051 structures 50 years or older. Among these are two designated Local Landmarks, the Leslie Methodist Parsonage and the Dr. W. Carlton Smith House, located at 1305 and 1335 Cannon Street SE respectively.

Interest in a neighborhood association in the Morningside area began in early 1975 during hearings for a planned unit development on 12th Street. A group of Morningside residents maintained that interest and met again in November 1975 to form a steering committee to work toward the development of a neighborhood association. This steering committee organized general neighborhood meetings in January and February 1976 to elect a board of directors. The board subsequently requested and received official City recognition as Salem's thirteenth neighborhood association on April 19, 1976.

### DEMOGRAPHIC CHARACTERISTICS

As of the 2010 Decennial Census, the population of the Morningside Neighborhood was 8,776, or roughly 5.6% of the total population of the City of Salem (154,637). Using 2010 Census categories, the demographic makeup of the Morningside Neighborhood is summarized in Table 2.1. According to the 2010 Census data, the population of the Morningside Neighborhood is gradually aging and more ethnically diverse, with the population of persons under the age of 18 declining by 7.5% between 2000 and 2010, and the number of persons identifying themselves as *Other Race Alone*, *Black Alone* and *Native Hawaiian/Other Pac. Islander Alone* increasing by 31%, 175% and 200% respectively during the same time period. The 2010 Census also collected data regarding ethnicity. Of the 8,776 persons residing in Morningside in 2010, 982 people or 11.2% identified themselves as being Hispanic or Latino, representing an increase of 51% over the number of Morningside residents who identified themselves similarly in the 2000 Census.

### SCHOOLS

The Morningside Neighborhood is home to one public elementary school (Morningside Elementary School) and one public middle school (Leslie Middle School), which together enroll approximately 1,136 students (SKSD Enrollment Report, March 2013). In addition, there are two private elementary schools located within the south and central portions of the neighborhood.

## MORNINGSIDE NEIGHBORHOOD PLAN

Table 2.1

Morningside Neighborhood	2000	2010
Population	8,495	8,776
% of Salem Population	6.2	5.9
% Population Under 18	26.5	24.4
% White Alone	88.3	84.4
% Other Race Alone	3.9	5.1
% Two or More Races	3.4	4.3
% Black or African American	0.8	2.2
% Asian Alone	2.0	1.9
% Native American & Other Pacific islander	0.3	0.9
% Hispanic Origin*	7.4	11.2
Total Housing Units	NA	3,824
Total Occupied Housing units	NA	3,541

Source: US Census Bureau

\* Regardless of race

### ZONING AND LAND USE

Zoning is regulatory tool by which allowable uses of real property and the size, density and form of development are established. Salem Revised Code (SRC) Title 10 is the City of Salem's adopted zoning ordinance. The SRC details development standards applicable to each zone designation in addition to generally applicable requirements for the amount and location of off-street parking, landscaping, bicycle parking and other aspects of development. Zoning functions as an implementation tool shaping current development, and it generally reflects the desired long-term development pattern depicted on the City's adopted Comprehensive Plan map.

Residential zoning designations account for approximately 53% of the land area within the Morningside Neighborhood, with the majority of the existing development being single-family residential in nature. The average size of RS (Single Family Residential) zoned lots in Morningside is 10,549 square feet, which is substantially above the 4,000 square foot minimum established under the SRC, and this reflects and reinforces the neighborhood's existing low-density residential character. The highest residential densities (3.8-6.0 households/acre) are concentrated south of Madrona Avenue SE (north of 12<sup>th</sup> Street Cutoff SE and Ewald Avenue SE) and east of Pringle Road SE north of Madrona Avenue. The lowest densities (less than 2.5 households/acre) are found in the southwest portion of the neighborhood to the west of Battle Creek Road SE south of Ewald/12<sup>th</sup> Street Cutoff SE (Center for Neighborhood Technology, 2013).

## MORNINGSIDE NEIGHBORHOOD PLAN

Commercial land is relatively constrained within the Morningside Neighborhood, accounting for just over 6% of the land area and with average parcel sizes ranging from 0.50 to 0.84 acres. Morningside's commercial lands are characterized by a narrow band of predominantly retail-oriented development along Commercial Street SE and a mix of generally medical and service-oriented uses along 12<sup>th</sup> Street SE in the northeast portion of the neighborhood. Morningside also includes approximately 361 acres of industrial-zoned lands, which include a significant employment center – the Fairview Industrial Park. It is worth noting that the Morningside Neighborhood harbors the city's largest concentration of mixed-use zoned land in the approximately 275-acre Fairview Mixed-use zone, located in the central portion of the neighborhood. An overview of current neighborhood zoning is provided in Table 2.2 and Figure 2.3.

Table 2.2

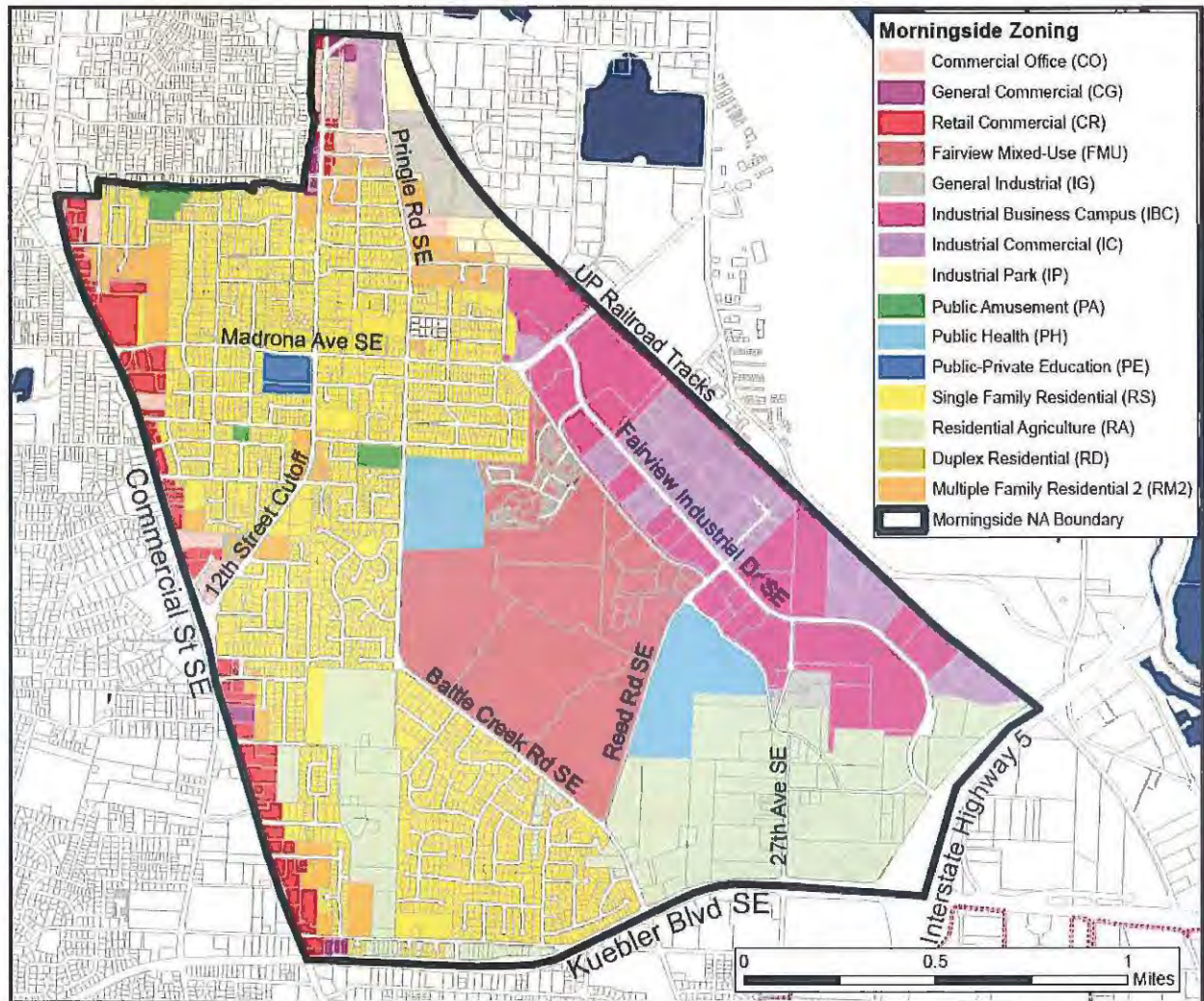
Zoning Classifications*	Taxlots	Average Lot Size (sq. ft.)	Acres	% of Total Acres in Neighborhood
CG	14	26909.76	8.65	0.49%
CO	69	21783.69	34.51	1.94%
CR	81	36690.97	68.23	3.84%
FMU	186	62763.32	268.00	15.10%
IBC	40	212409.34	195.05	10.99%
IC	43	115021.71	113.54	6.40%
IG	10	149185.25	34.25	1.93%
IP	14	56217.98	18.07	1.02%
PA	4	133930.59	12.30	0.69%
PE	2	182387.53	8.37	0.47%
PH	2	1627862.87	74.74	4.21%
RA	113	115907.78	300.68	16.94%
RD	2	6778.36	0.31	0.02%
RM2	214	15407.13	75.69	4.27%
RS	2321	10549.22	562.09	31.68%
<b>TOTAL</b>	<b>3115</b>	<b>--</b>	<b>1774.48</b>	<b>100.00%</b>

\*NOTE: Split-zone taxlots were assigned the value with a greater percentage of the overall area for that lot.



# MORNINGSIDE NEIGHBORHOOD PLAN

Figure 2.3: Morningside Zoning



## Chapter 3 – LAND USE AND URBAN DESIGN



### GOALS AND POLICIES

#### GOAL 1

Provide for the future development of the Morningside Neighborhood through a compatible balance and appropriate mix of residential, commercial, industrial, public, mixed-use and open space uses facilitated through the implementation of effective and innovative development codes.

#### POLICIES:

- 1.1 Negative impacts of new and retrofitted development on the livability of the neighborhood, through design, traffic impacts, noise, odor or other factors, shall be mitigated to the extent practicable.
- 1.2 The Morningside Neighborhood Association encourages land use proposals with demonstrable value-added benefits to the community.

#### RECOMMENDED ACTIONS:

- A1.1 Following adoption of the Unified Development Code, the City should re-establish a regulatory improvement program to update the code on an annual or biannual basis.
- A1.2 Development proposals are encouraged to incorporate applicable 'Recommended Actions' into project designs.



### RESIDENTIAL DEVELOPMENT:

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The neighborhood's residential areas (Figure 3.3) are predominantly detached single-family residential in nature, with multi-family development limited to enclaves just east of the Commercial Street corridor, along portions of the 12<sup>th</sup> Street Cutoff, and adjacent to 12<sup>th</sup> Street and Pringle Road north of Madrona Avenue in the northeast area of the neighborhood. Existing single-family housing stock is generally characterized as a mix of single-story, split-level and raised ranch style homes, bungalow and modern home designs punctuated by examples from the Tudor, Victorian, International and craftsman architectural styles.



The *Salem-Keizer Housing Needs Analysis* prepared for the Mid-Willamette Valley Council of Governments (EcoNorthwest, 2011a) indicates that the City of Salem has a surplus capacity of 2,200 acres of single-family residential designated land, and a deficit of 228 acres of multi-family designated land through 2032 based on population, housing cost and income projections. The City of Salem is undertaking an updated, Salem-specific Housing Needs Analysis for the fiscal year 2013/2014. It may be appropriate to revisit the Plan's residential goal, policy and recommended action statements at a later date, [giving particular consideration to multi-family housing](#), based on the conclusions of the updated Housing Needs Analysis. The Morningside Neighborhood recognizes that future residential development may include a higher-density and more compact urban form to respond to this need. The goal, policy and recommended action statements below reflect emergent priorities during the Morningside 360° process and are intended to protect and enhance the single-family residential character of the neighborhood and provide for high-quality and context-sensitive multi-family and residential infill development.

### GOAL 2

Maintain and reinforce the residential areas of the neighborhood as safe, pleasant and engaging places to live.

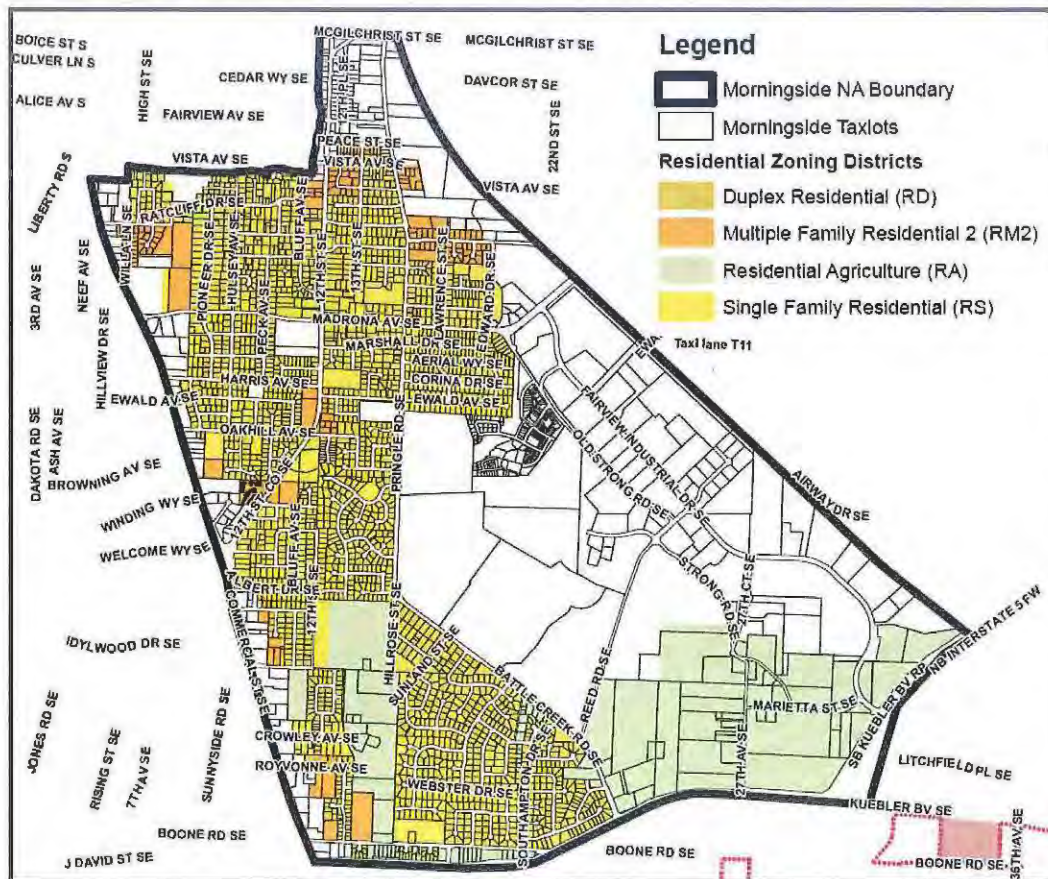
#### POLICIES:

- 2.1 Protect existing single-family residential areas from uses and activities that cause an excessive level of noise, pollution, traffic volume, nuisances and hazards.
- 2.2 Minimize encroachment of non-residential land uses into residential areas.
- 2.3 Rear or side-yard parking designs are encouraged for new residential development, where feasible.
- 2.4 Residential 'flag lot' developments should be designed to accommodate the location of curbside trash receptacles.

## MORNINGSIDE NEIGHBORHOOD PLAN

- 2.5 New multi-family buildings should be designed to engage the streetscape, with entrances and windows facing the public right-of-way.
- 2.6 New residential developments of 15-dwelling units or more are encouraged to incorporate amenities such as community plazas, playgrounds, community gardens, open space tracts or pocket parks.
- 2.7 The height, bulk and massing of new developments proposed adjacent to existing single-family dwellings should be designed in a context-sensitive manner to create a cohesive visual urban form and protect the single-family residential character of the neighborhood.
- 2.8 Frontage improvements, including sidewalks, should be provided in conjunction with partition and subdivision approvals. If adjacent improvements are not in place, such amenities may be deferred until the whole block frontage can be improved.
- 2.9 Cell phone towers located within or abutting residential areas should be designed to be unobtrusive and visually compatible with surrounding development to the maximum extent possible.

Figure 3.3: Residential Zoning Districts



## MORNINGSIDE NEIGHBORHOOD PLAN

### RECOMMENDED ACTIONS:

- A2.1 The Morningside Neighborhood Association encourages adoption of additional development standards for infill lots, including the following:
- a) Installation of evergreen, sight-obscuring, perimeter vegetative screening;
  - b) Clear and objective criteria to achieve structure height and scale that are compatible with surrounding development;
  - c) A requirement for a pedestrian pathway bordering the internal accessway serving the infill lots.
- A2.2 Morningside residents should work cooperatively and pro-actively with the Salem Police Department and Morningside Neighborhood Association to promote a safe and crime-free urban environment.

### GOAL 3

Promote architectural variety and a mix of housing unit types to accommodate changing demographics and economic conditions, and to provide appropriate affordable housing and age-in-place options throughout the neighborhood.

### POLICIES:

- 3.1 Multifamily housing developments are encouraged in locations with access to arterial or collector streets with existing or planned transit service.
- 3.2 Developers are encouraged to consider innovative residential infill designs, such as 'common green' subdivisions, in place of cul-de-sac streets and flag lots (Figure 3.4).
- 3.3 New residential developments are encouraged to incorporate a diversity of housing types to attract residents of varying income levels, lifestyles and housing preferences.

### RECOMMENDED ACTIONS:

- A3.1 Amendments to the Salem Revised Code are encouraged to allow Accessory Dwelling Units (ADUs) when developed in conjunction with a single-family dwelling on RA, RS, RD and RM1-zoned lots to diversify housing stock within residential neighborhoods.
- A3.2 The Morningside Neighborhood Association supports development of a package of Salem Revised Code amendments to allow new subdivisions in the RS zone to designate a limited number parcels for small-scale, context-sensitive, multi-family development (Figure 3.5).



## MORNINGSIDE NEIGHBORHOOD PLAN



Figure 3.4: Example of common green subdivision design  
Source: *The Infill Design Toolkit: City of Portland Bureau of Planning, 2008*

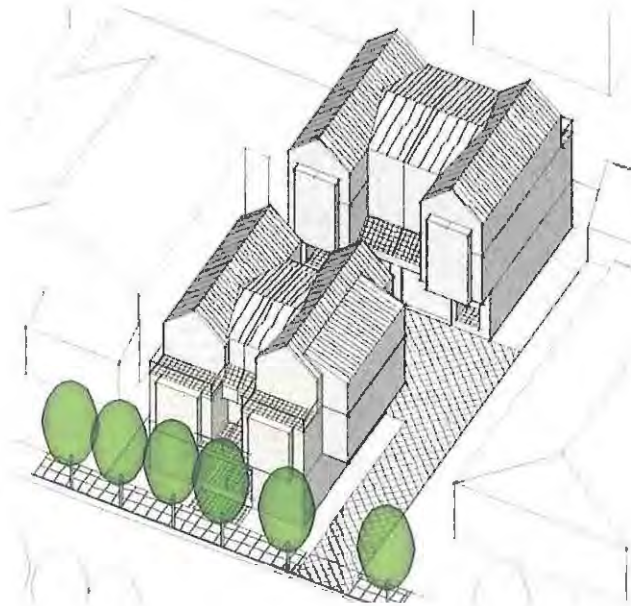


Figure 3.5: Example of small-scale multi-family design

Source: *The Infill Design Toolkit: City of Portland Bureau of Planning, 2008*

### MIXED-USE DEVELOPMENT:

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Mixed-use development is intended to provide a mixture of complementary land uses that may include housing, retail, offices, services, industrial and civic uses to create economic and social vitality. Such development encourages efficient use of land by facilitating compact, high-density development, open space protection, multi-modal transportation, design flexibility and diverse housing opportunities. By concentrating a mix of land uses at strategic locations, mixed-use development maximizes investments in public services and has the potential to generate high per-acre tax revenues at build-out (Strategic Economics, 2013). While this development model is uncommon in Salem, the North Broadway Corridor provides a successful local example. The Salem Area Comprehensive Plan denotes 'Activity Nodes and Corridors' as areas where mixed-use and pedestrian/transit-oriented development are encouraged. Several such locations are identified within the Morningside Neighborhood (Figure 3.6).

Goals, policies and recommended actions for mixed-use development build upon the draft 2004 neighborhood plan and the 2005 Fairview Master Plan. Neighborhood priorities for mixed-use development include promoting a walkable and distinctive built environment, removing regulatory barriers and pedestrian and vehicle connectivity.

#### GOAL 4

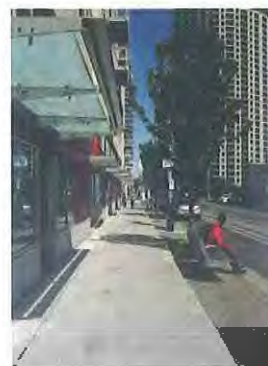
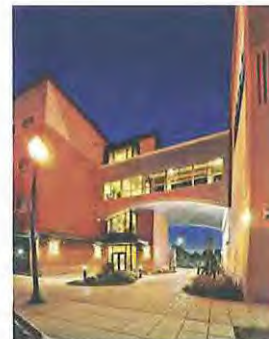
Promote mixed-use development that creates distinctive urban environments and supports economic vitality, walkability and an inviting and attractive streetscape.

#### POLICIES:

- 4.1 Mixed-use developments shall provide one or more public, or publicly accessible, amenities such as a plaza, park, open space tract or shared-mode street (shared court, etc.) to promote an active lifestyle.
- 4.2 New and retrofitted mixed-use development shall provide continuous pedestrian networks through the site, and pedestrian and vehicle connections to adjacent developed properties where practical.
- 4.3 The Morningside Neighborhood Association supports mixed-use development at the former Fairview Training Center site, consistent with the adopted Fairview Master Plan.

#### RECOMMENDED ACTIONS:

- A4.1 The Morningside Neighborhood Association supports amendments to the Salem Revised Code to remove the requirement for a Conditional Use Permit for mixed-use development in commercial zones and to provide regulatory incentives to encourage housing in commercial projects.

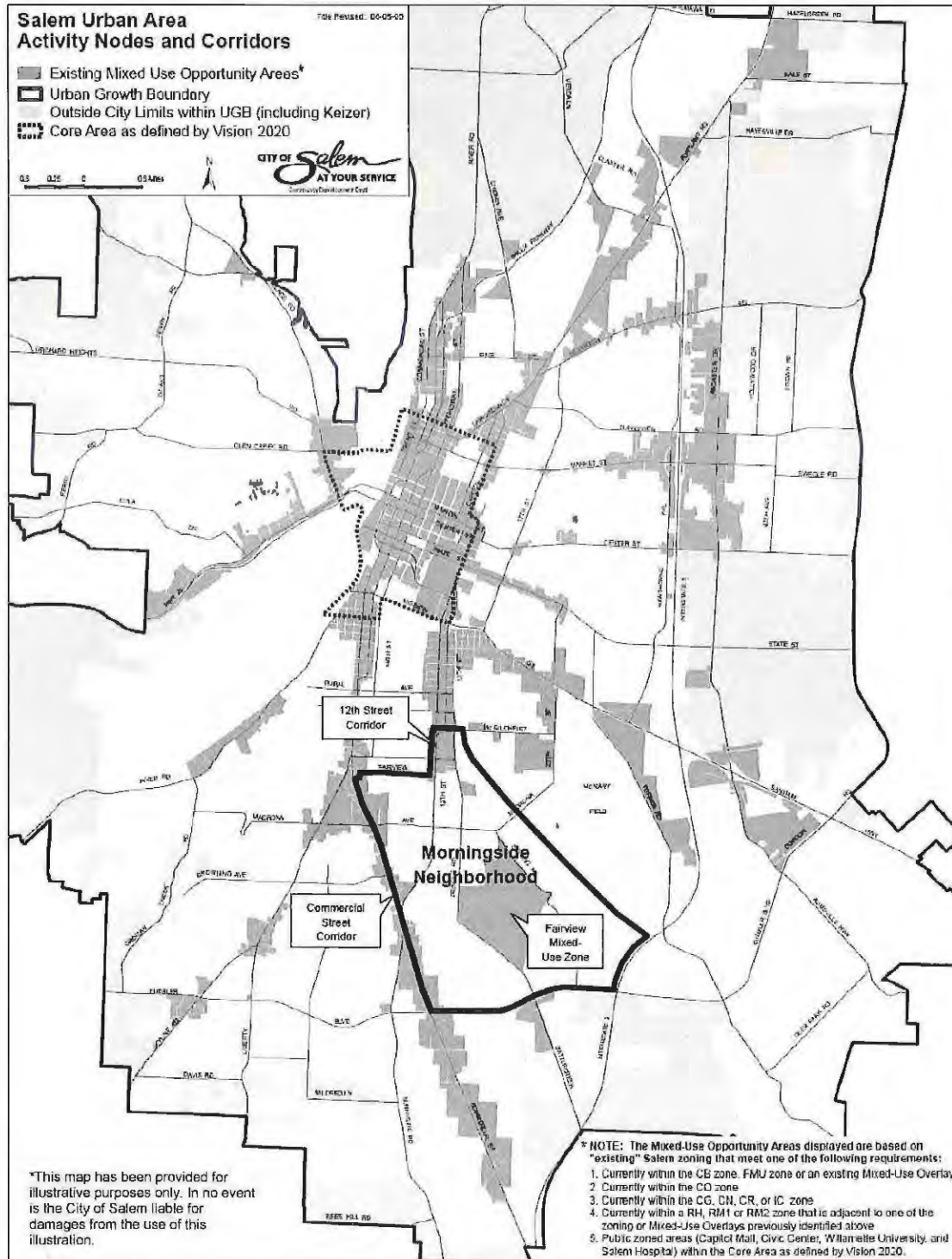




## MORNINGSIDE NEIGHBORHOOD PLAN

A4.2 The Morningside Neighborhood Association encourages mixed-use development in the vicinity of a) Commercial Street and Hilfiker Lane SE, b) Kuebler Boulevard between at 27<sup>th</sup> Avenue SE and Battle Creek Road, and c) 12th Street SE between Vista Avenue and McGilchrist Street.

Figure 3.6: Activity Nodes and Corridors (from Salem Comprehensive Plan)



### COMMERCIAL DEVELOPMENT:

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Commercial land is somewhat constrained within the Morningside Neighborhood (Figure 3.7). Commercial-zoned parcels are relatively shallow, with lot depths well below 500 feet in all but a few locations. Commercial activities are concentrated along two corridors, one adjacent to Commercial Street SE and another in the vicinity of 12<sup>th</sup> Street SE and Pringle Road SE. While both corridors are representative of middle and later 20<sup>th</sup> century commercial development patterns, they are also identified as 'Existing Mixed-Use opportunity Areas' in the Salem Area Comprehensive Plan (SACP).

The Commercial Street SE corridor forms the western boundary of Morningside neighborhood and is characterized by auto-dependent 'strip-type' development with the primary focus toward the arterial network and few connections with adjacent residential neighborhoods. This corridor provides the Morningside Neighborhood and South Salem access to a variety of retail and professional services. Commercial Street SE also constitutes a major north-south commuter and transit corridor within the Salem area, linking the urban downtown core to the residential areas of south and south-east Salem. A secondary corridor is located adjacent to 12<sup>th</sup> Street in the northeast portion of Morningside and provides an important commuter and transit linkage between the city's core and residential and employment areas to the south and southeast. Land uses along the 12<sup>th</sup> Street corridor represent a diverse mix of light industrial uses, auto repair services, community organizations, medical offices and supporting retail establishments. As with Commercial Street SE, this corridor is characterized by auto-dependent development with limited pedestrian connections to adjacent residential neighborhoods.

The *Salem-Keizer Regional Economic Opportunities Analysis*, prepared for the Mid-Willamette Valley Council of Governments (EcoNorthwest, 2011b) revealed a deficit of 600 acres of commercial (retail and office) land within the Salem-Keizer UGB based on employment and population projections through 2032. The study also identifies target and growth industries with potential to contribute significantly to the local employment base. Urban commercial corridors are dynamic convergences of diverse land uses and infrastructure systems, and serve as an important focus for community transformation (Gaffney, 2009). Key neighborhood priorities to promote revitalization retrofit of Morningside's commercial corridors include support for a vibrant and integrated local business community, urban design elements to provide a diversified and engaging commercial streetscape, and pedestrian safety in commercial areas.

### GOAL 5

Encourage the creation of family-wage jobs within distinctive and vibrant commercial zoning districts.

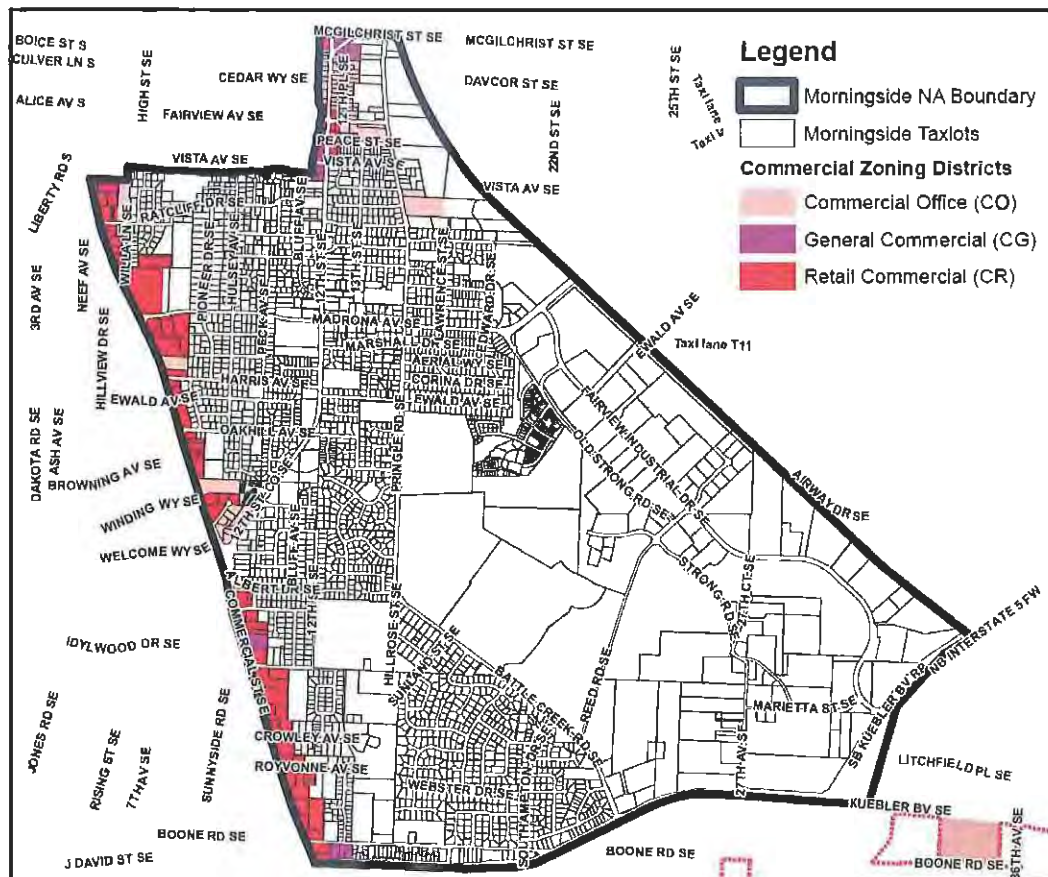


# MORNINGSIDE NEIGHBORHOOD PLAN

## POLICIES:

- 5.1 Foster commercial development that promotes a healthy and active urban environment while supporting business growth and a vibrant local economy.
- 5.2 Support small business innovation and entrepreneurship.
- 5.3 Commercial uses within the Morningside Neighborhood boundaries are encouraged in commercial zones along the 12<sup>th</sup> and 13<sup>th</sup> Streets, Commercial Street, Pringle Road, and near Kuebler Boulevard. Commercial uses are also encouraged at the former Fairview Training Center site. Conversion of residential land to commercial zoning is discouraged along 12th Street/12th Street Cutoff between Vista and Commercial, and along Madrona Avenue SE.
- 5.4 Encourage local business ownership and patronage by Morningside residents as a means of fortifying community identity and 'branding.'
- 5.5 Emphasize business location within existing vacant commercial tenant spaces in addition to redevelopment opportunities.

Figure 3.7: Commercial Zoning Districts



## MORNINGSIDE NEIGHBORHOOD PLAN

- 5.6 Developers of new multi-story commercial buildings intended primarily for office uses are encouraged to provide a ground-floor tenant space designated for non-office businesses such as restaurants, delis, retail or other service uses.

### RECOMMENDED ACTIONS:

- A5.1 The Morningside Neighborhood Association encourages the establishment of potential growth industries identified in the Salem-Keizer Metropolitan Area Regional Economic Opportunities Analysis within commercial zoning districts.
- A5.2 The City should consider developing a program, modeled after precedents adopted by the cities of Eugene, Portland and Denver, to allow for the establishment of food carts on a non-time lined basis within some commercial zoning districts.
- A5.3 A neighborhood business 'welcome wagon' should be established for new businesses to provide for opportunities for business participation in neighborhood events and neighborhood exposure within the business community.
- A5.4 Facilitate partnerships between the neighborhood and the Chamber of Commerce to develop 'business welcome packets' to be distributed to new businesses in Morningside, containing Chamber literature, local business resources and neighborhood resources.
- A5.5 A Neighborhood Economic Development Strategy should be developed to support business development and entrepreneurship and connect business owners with small business assistance resources.
- A5.6 The City should consider a establishing a land use review procedure, similar in scope and function to the Historic Resource Adaptive Re-Use provisions under Salem Revised Code Chapter 230, to allow limited-scale, context-sensitive, commercial development on residential-zoned parcels located at arterial/arterial intersections.

## GOAL 6

Encourage retrofit of existing 'strip-type' commercial development within activity nodes and corridors identified in the Salem Comprehensive Plan that provides pedestrian amenities and enhances the walk-appeal, usability and safety of commercial zoning districts.

### POLICIES:

- 6.1 New and retrofitted commercial developments within activity nodes and corridors should incorporate pedestrian design elements, including, but not limited to, the following:



## MORNINGSIDE NEIGHBORHOOD PLAN

- a) Highly visible crosswalk markings or raised pedestrian walkways where the pedestrian system crosses vehicle drive aisles;
  - b) A walkway connecting the primary off-street parking area serving the building to a main pedestrian building entrance. The pathway should be physically separated from vehicle drive aisles by a raised curb, parking stalls, landscaping or similar means;
  - c) At least one pedestrian walkway connecting a sidewalk adjacent to a street to a building main entrance. The pathway should be physically separated from vehicle drive aisles by a raised curb, parking stalls, landscaping or similar means.
- 6.2 Commercial outdoor storage areas should be screened from view of the streets and adjacent residential uses.
- 6.3 New development along Commercial Street SE should contribute incrementally to the retrofit of this valuable community resource as a vibrant, transit-integrated, retail and service corridor with design elements promoting usability by pedestrians and cyclists as well as motorists.

### RECOMMENDED ACTION:

- A6.1 City staff and the Salem-Keizer Transit District should work in close cooperation at the time of development review to coordinate driveway placement, pedestrian improvements and transit stop locations with all new commercial developments.

## GOAL 7

Promote new pedestrian-friendly commercial developments and distinguished commercial streetscapes within activity nodes and corridors identified in the Salem Comprehensive Plan.

### POLICY:

- 7.1 New commercial developments should incorporate visual design elements to define Morningside's commercial streetscapes as attractive, multi-modal, commercial corridors.

### RECOMMENDED ACTIONS:

- A7.1 The Morningside Neighborhood Association supports development that promotes a neighborhood-commercial character by incorporating active and visible ground floor work spaces adjacent to the public right-of-way.
- A7.2 New commercial buildings in excess of 30 feet in height are encouraged to be oriented toward the streetscape and placed as close to the street as established setbacks permit, when feasible.



## MORNINGSIDE NEIGHBORHOOD PLAN

- A7.3 Along the Commercial Street corridor, projects located at street corners are encouraged to provide a distinctive vertical design element to anchor the corner, define the street edge and create a sense of enclosure.
- A7.4 Regulatory incentives should be developed, such as (but not limited to) height bonuses or setback reductions, to encourage the placement of new commercial buildings adjacent to the streetscape with parking located behind or to the side of the building (Figure 3.8).

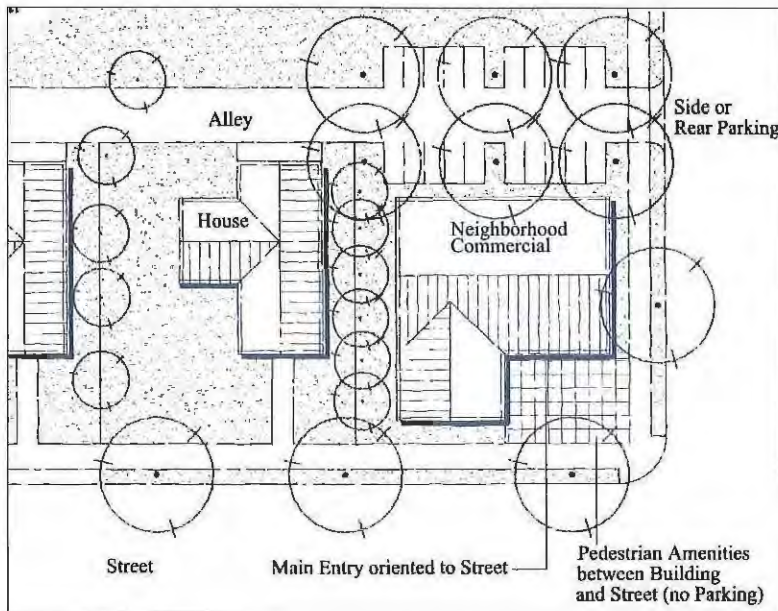


Figure 3.8: Example of neighborhood-commercial development with side or rear-yard parking

Source: OTAK, 1999

### INDUSTRIAL DEVELOPMENT:

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The Morningside Neighborhood contains approximately 362 acres of land zoned for industrial uses (Figure 3.9). Morningside's industrial lands are located near the east neighborhood boundary roughly adjacent to the Union Pacific Railroad tracks and may generally be divided into two distinctive areas, north and south of Salishan Street SE, based on urban form and use types. Existing industrial development north of Salishan Street SE and east of 13th Street SE is largely characterized by warehousing and storage facilities, construction contracting uses, institutional uses and community services. A narrow band of parcels abutting the west side of 13<sup>th</sup> Street SE between Fairview Ave and McGilchrist Street is dominated by IC – Industrial Commercial zoning and contains a blend of industrial and commercial uses, including automobile services, industrial supply and commercial parking facilities. Industrial development north of Salishan generally incorporates large-scale impervious vehicle parking areas with varying degrees of landscaping provided adjacent to street rights-of-way. Industrial lands to the south of Salishan, and extending southeast to approximately the terminus of 27<sup>th</sup> Court SE, are referred to as the Fairview Industrial Park, and discussed in detail in Chapter 9, Opportunity Area 1.



The proximity of Morningside's industrial areas to mature utility and transportation infrastructure (Union Pacific Railroad, Interstate Highway 5, Salem Municipal Airport) may serve to attract continued investment in identified target industries identified in the *Salem-Keizer Regional Economic Opportunities Analysis* (EcoNorthwest, 2011b). Identified target industries that may be suitable for industrial zones include (but are not limited to) renewable energy manufacturing, food processing, metals and machinery manufacturing, warehousing and distribution, information technology, and medical, professional and technical services. Key themes for industrial development identified through the neighborhood planning process include support for a strong local employment base, an emphasis on environmental compliance, and quality design and adequate buffering elements to minimize impacts to nearby residential development.

### GOAL 8

Maintain and enhance the viability of industrial lands to provide a strong economic foundation for the community.

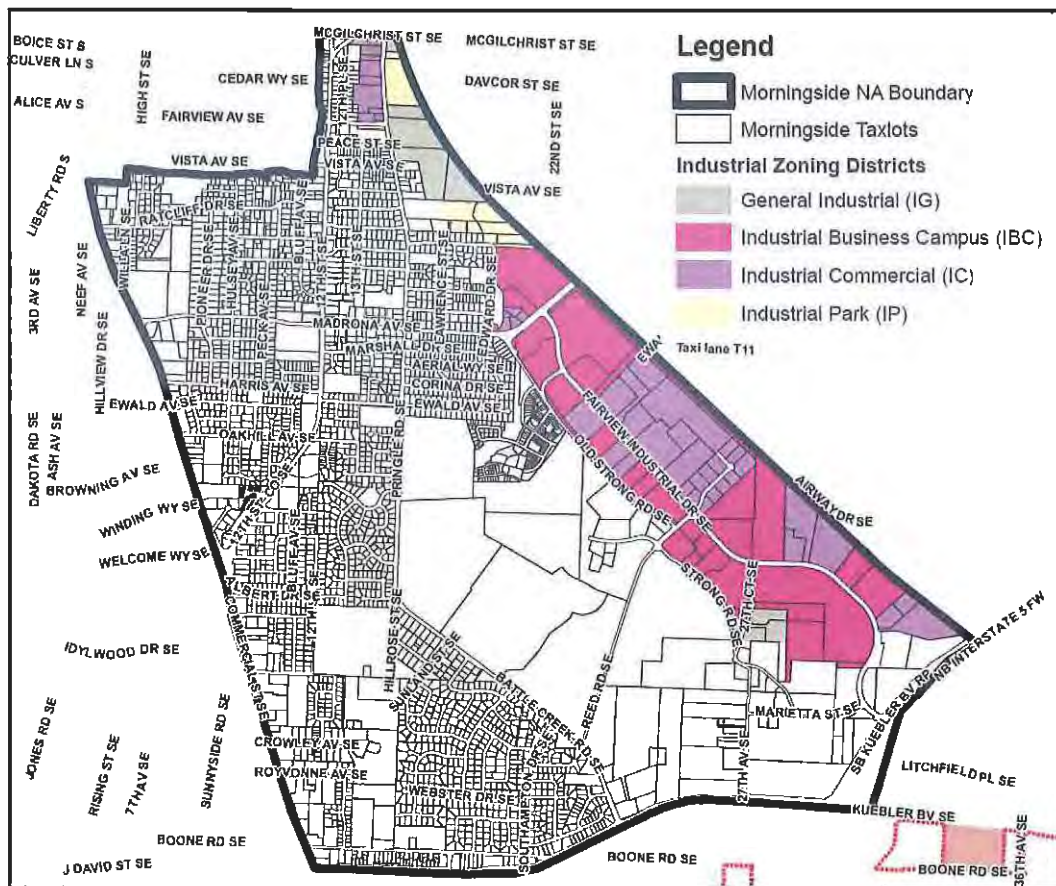
#### POLICIES:

- 8.1 Encourage industrial development in designated locations that provide family-wage jobs while preserving the residential character of the Morningside Neighborhood.
- 8.2 New industrial development adjacent to commercial or residential lands should incorporate adequate setbacks, landscaping and screening to minimize negative visual impacts.

# MORNINGSIDE NEIGHBORHOOD PLAN

- 8.3 Industrial site development should feature green stormwater infrastructure and environmentally sensitive site design to promote restoration and conservation of existing riparian and wetland features.
- 8.4 Entry and exit routes for industrial sites should provide direct access to designated arterial and collector streets and should avoid directing traffic into residential areas.
- 8.5 Encourage industrial businesses to draw from the local skilled labor force.

Figure 3.9: Industrial Zoning Districts





## Chapter 4 - NEIGHBORHOOD HERITAGE



### GOAL 9

Enhance the value of the Morningside Neighborhood's heritage assets by encouraging best practices in preservation projects, supporting historic preservation strategies that make available positive incentives, and fostering awareness of Morningside's unique contributions to local history.

#### POLICIES:

- 9.1 Support recognition of Morningside's legacy buildings and heritage landscapes.
- 9.2 Reinforce neighborhood heritage through adaptive reuse. Successful examples include the conversion of historic structures at the intersection of Cannon, 12<sup>th</sup> and 13<sup>th</sup> streets as office and medical uses.

#### RECOMMENDED ACTIONS:

- A9.1 Work cooperatively with City historic preservation staff, the Salem Heritage Network (SHINE) and other community stakeholders to identify and preserve Morningside's heritage landscape elements, such as the former orchard trees located in Clark Creek Park.
- A9.2 Develop and implement a heritage resource plan for Morningside to celebrate and showcase some of the 1,051 structures within the neighborhood boundaries that are over 50 years old.
- A9.3 Seek funding opportunities and community and City support to establish a Morningside Museum.



## Chapter 5 – TRANSPORTATION



### OVERVIEW

Morningside contains, and is bound by, over 40 miles of public and private rights-of-way. The Salem Transportation System Plan (TSP) identifies three primary north-south arterial roads (one major and two minor) and three east-west minor arterial roads bisecting the Morningside Neighborhood in addition to a major arterial street (Commercial Street SE), a Parkway (Kuebler Blvd SE) and Interstate Highway 5, which border the neighborhood to the south, west and southeast (Figure 5.1). The remainder of the road network is comprised of collector and local streets. Salem-Keizer Transit currently provides mass transit service to the neighborhood via five established bus routes. The TSP also plans for approximately 7 miles of multi-use trails and pathways and 13 miles of striped bicycle lanes bisecting the neighborhood (Figures 5.2 and 5.3), providing non-motorized transportation options throughout the neighborhood and connections to other areas within the City (See also Chapter 6).

A common feature of the Morningside Neighborhood is a lack of sidewalks and improved pedestrian crosswalk amenities, particularly in the northwest portion of the neighborhood. In addition to safety issues, the lack of pedestrian

## MORNINGSIDE NEIGHBORHOOD PLAN

infrastructure poses a substantial barrier to segments of the population who may be transportation disadvantaged and unable to access basic needs (food, medical care, employment, etc.) via use of a single-occupancy vehicle (Burden and Litman, 2011). Recently adopted updates to the pedestrian and bicycle elements of the TSP identify and prioritize extensive improvements to the pedestrian and multi-use pathway system within the Morningside Neighborhood, which will contribute substantially to a safer and more robust pedestrian system and increase transportation options for Morningside residents. Transportation priorities from the draft neighborhood plan prepared by the Morningside Board in 2004 were discussed and modified through the Morningside 360° neighborhood planning process. The goal, policy and recommended action statements below are intended to reinforce identified neighborhood transportation priorities, including connectivity, multi-modal transportation, pedestrian safety, and the re-classification of Hilfiker Lane SE as a collector street in the Salem Transportation System Plan.

### GOAL 10

Foster a local transportation system that achieves the following:

- Promotes improved efficient travel movement and a high level of connectivity for all modes of transportation.
- Encourages the development of safe walkable places with a high degree of pedestrian connectivity.
- Increases the availability and viability of transit and alternative transportation for neighborhood residents.
- Places a high priority on Level of Service (LOS) analysis that reflects design impacts for all transportation modes.

#### POLICIES:

- 10.1 Sidewalk installation and infill shall be considered high priority neighborhood improvement projects within ¼ mile of schools and parks. In retrofit situations, consideration should be given to providing interim pedestrian improvements on school access routes (such as Peck).
- 10.2 New subdivisions should provide multiple external street connections to foster vehicle flow through a distributed or grid-type system and multiple access points to the arterial and collector street network.
- 10.3 Where possible, a landscaped median should be installed along Commercial Street SE.
- 10.4 Transit and non-motor vehicle 'Level of Service' should be considered in transportation planning and street design.
- 10.5 New residential subdivisions in the portion of Morningside that is south of 12<sup>th</sup> Street Cutoff SE and west of Pringle and Battle Creek Road SE should enhance street connectivity in this area.

## MORNINGSIDE NEIGHBORHOOD PLAN

- 10.6 Promote the installation of continuous sidewalks and reduction of cross-walk distances along Commercial Street SE. New sidewalks should be separated from vehicle traffic by adequate buffer landscaping consistent with the Transportation System Plan.
- 10.7 Marked crosswalks in areas of high pedestrian traffic should utilize high-visibility crosswalk markings.
- 10.8 The Morningside Neighborhood Association supports the use of traffic calming techniques (speed bumps, traffic circles, etc.) to improve traffic flow, and pedestrian and bicyclist safety.
- 10.9 Encourage installation of curb extensions at street intersections in new and retrofitted developments to improve pedestrian safety.

### RECOMMENDED ACTIONS:

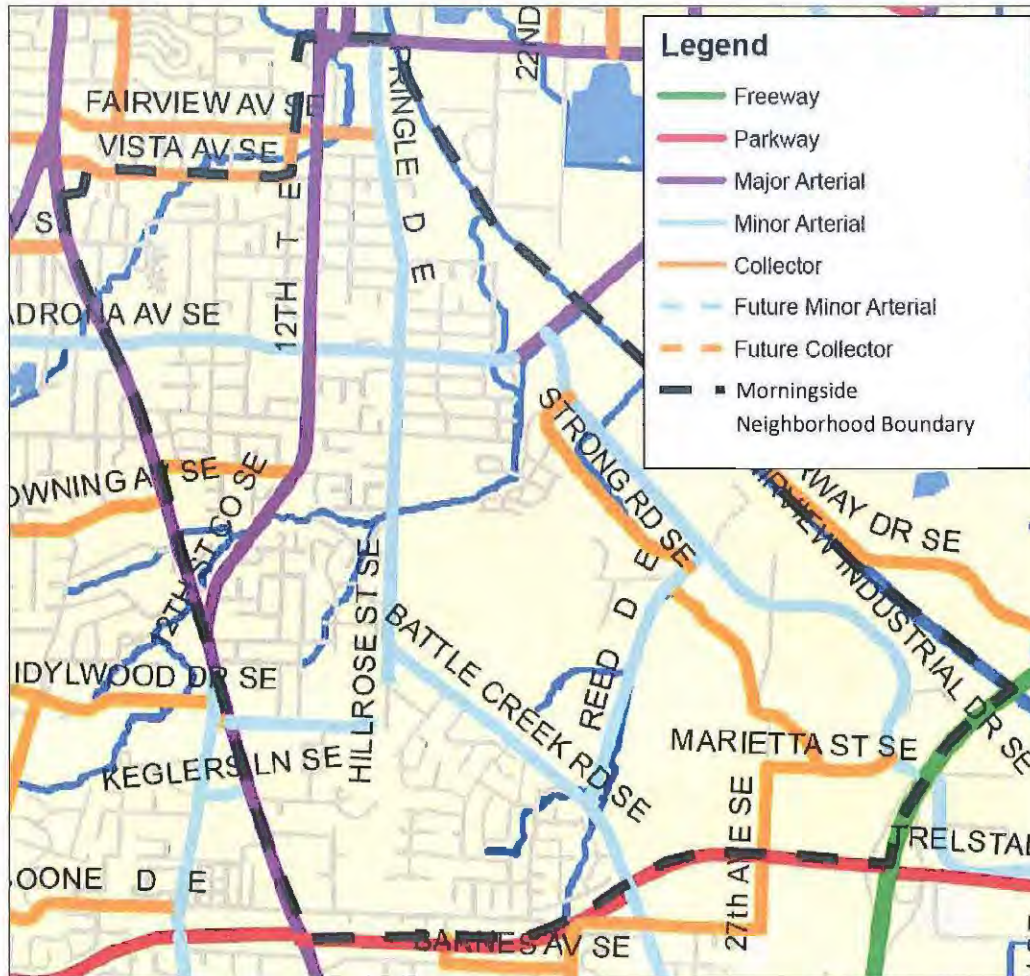
- A10.1 The City should consider amendments to the Salem Revised Code to facilitate the following:
  - a) Include non-automobile rights-of-way such as 'common greens' and shared mode streets (shared courts) under the definition of a 'street' for the purposes of providing lot frontage;
  - b) Provide alternatives to allow off-site or shared bicycle parking in areas where zero lot line development is encouraged.
- A10.2 The City should consider amending the Transportation System Plan to accomplish the following:
  - a) Re-classify Hilfiker Lane SE and its future extension from Commercial Street SE to Pringle/Battle Creek Road SE from a Minor Arterial to a Collector Street (Figure 5.4);
  - b) Provide for an extension of Marietta Street SE as a Collector Street with an accompanying Shared-Use Path between 27<sup>th</sup> Avenue SE and Reed Road SE (Figure 5.4);
  - c) Require consideration of pedestrian and bicycle Level of Service in street design and transportation planning decisions;
  - d) Include standards and cross sections for non-automobile rights-of-way such as 'common greens' and similar 'pedestrian' streets;
  - e) Standards for bike corrals within the public right-of-way.
- A10.3 There should be no additional widening of either 12<sup>th</sup> Street or Madrona Avenue at their intersection.
- A10.4 The Pringle Creek Community Homeowner's Association and Sustainable Investments LLC should work closely with the Salem-Keizer School District to maintain open access along the multi-use pathway that connects the Pringle Creek Community and Leslie Middle School.



## MORNINGSIDE NEIGHBORHOOD PLAN

- A10.5 At such time that improvements are proposed to the pedestrian crossing at Commercial Street SE and 12<sup>th</sup> Street Cutoff SE, the City should consider robust crossing facilities to maximize pedestrian safety.
- A10.6 Close cooperation is encouraged between the Morningside Neighborhood Association and the Salem-Keizer Transit District to encourage public transit ridership to the extent that, over time, a significantly larger share of the population uses transit. Bus shelters and appropriate pedestrian facilities should be provided at transit stops.
- A10.7 The City should engage the Morningside Neighborhood Association, and other affected neighborhoods, at such time that future development is proposed at the Salem Municipal Airport.

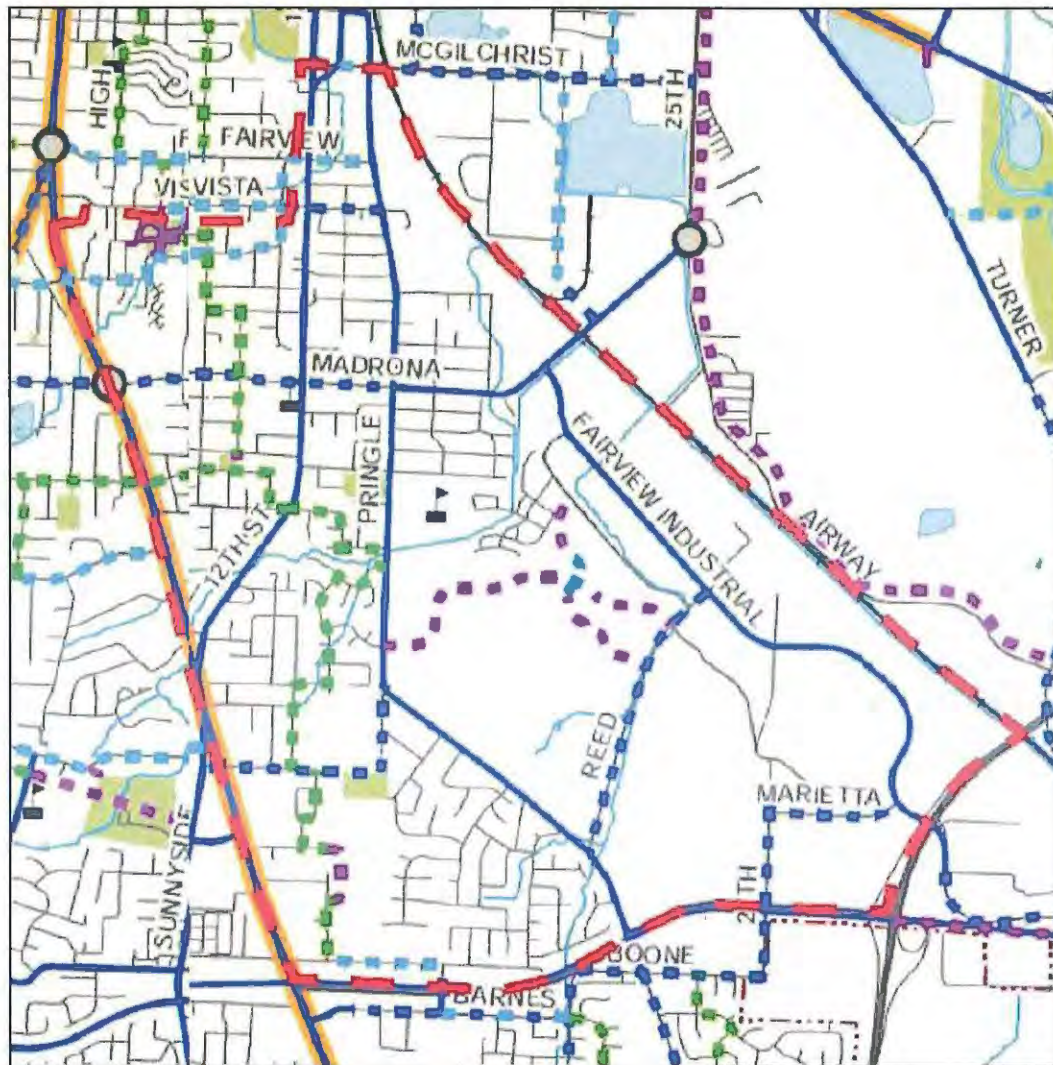
Figure 5.1: Planned Motorized Transportation Infrastructure (from TSP)





# MORNINGSIDE NEIGHBORHOOD PLAN

Figure 5.2: Planned Bicycle Transportation Infrastructure (from TSP)



## Legend

### Proposed Bicycle Network

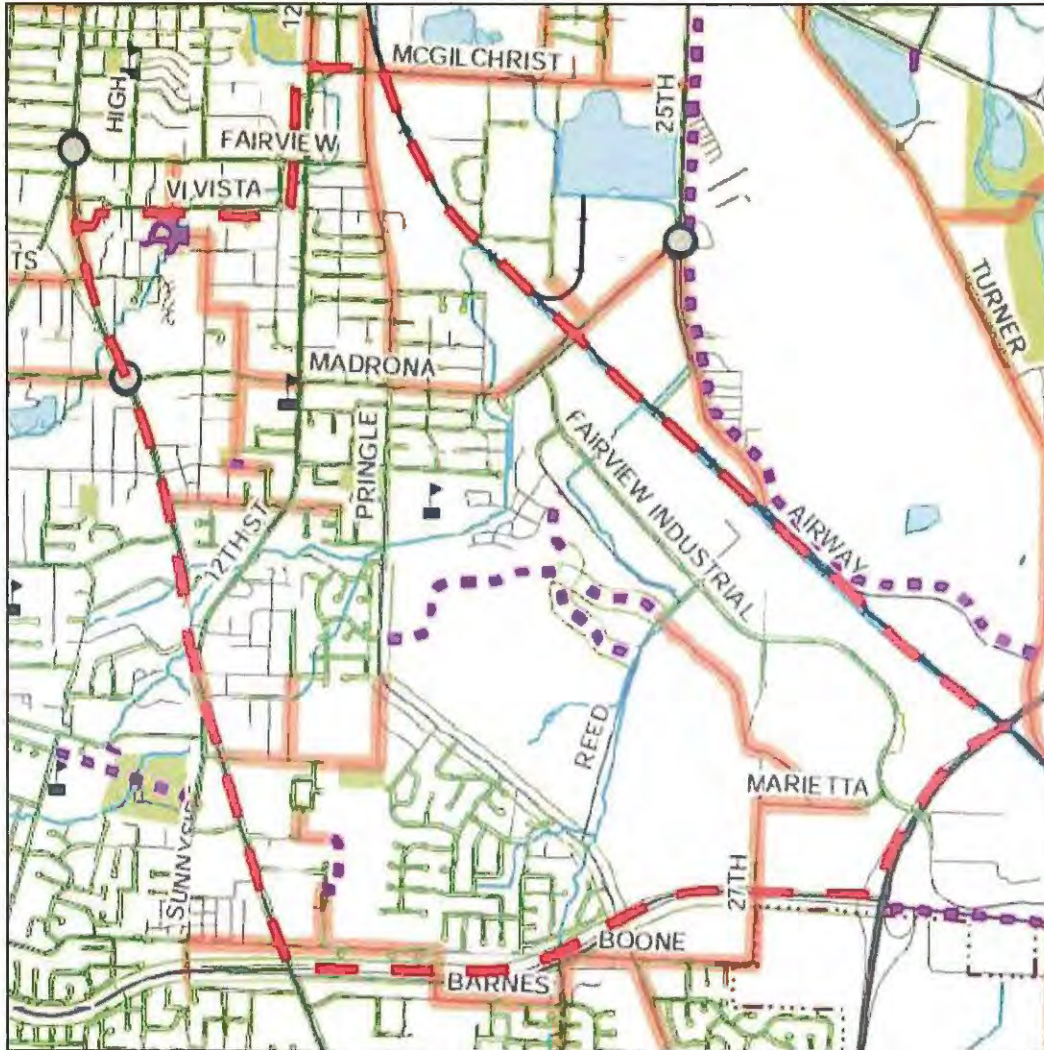
-  Proposed Intersection Improvements
-  Proposed Family Friendly Bikeway
-  Proposed Shared Lane Markings
-  Proposed Uphill Bike Lanes/Downhill Shared Lane Markings
-  Proposed Bike Lanes
-  Proposed Cycle Track
-  Proposed Shared Use Path
-  Potential Enhanced Bikeways

### Existing Bicycle Facilities

-  Existing Shared Lane Markings
-  Existing or Funded Bike Lanes
-  Existing or Funded Shared Use Path
-  Existing Unpaved Path
-  School
-  Park
-  Salem-Keizer UGB
-  Morningside Neighborhood Boundary




# MORNINGSIDE NEIGHBORHOOD PLAN

Figure 5.3: Planned Pedestrian Transportation Infrastructure (from TSP)



## Legend

### Proposed Pedestrian Network

-  Proposed Intersection Improvements
-  Proposed New Sidewalks or Sidewalk Infill
-  Proposed Shared Use Path

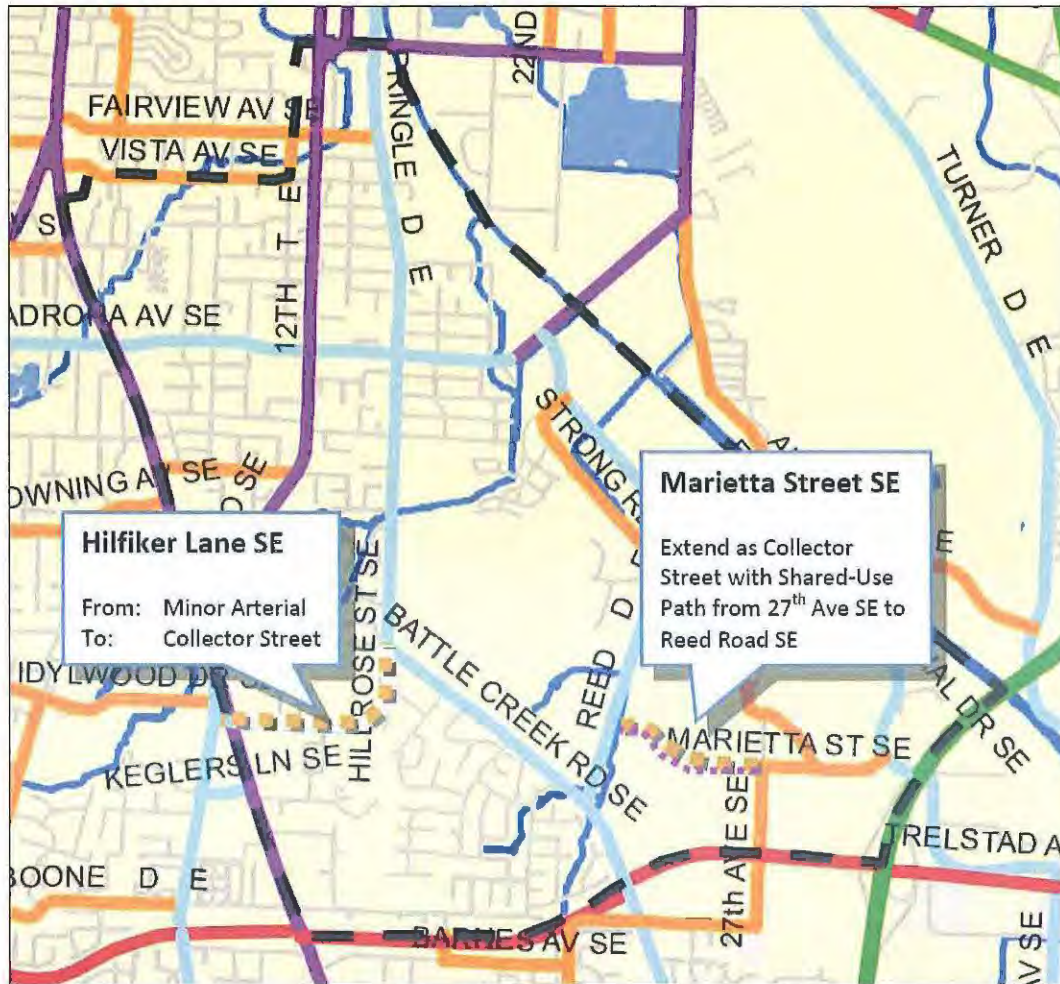
### Existing Pedestrian Facilities

-  Existing or Funded Sidewalk
-  Existing or Funded Shared Use Path
-  Existing Unpaved Path
-  School
-  Park
-  Salem-Keizer UGB
-  Morningside Neighborhood Boundary



# MORNINGSIDE NEIGHBORHOOD PLAN

Figure 5.4: Conceptual TSP Amendments



## Legend

- Freeway
- Parkway
- Major Arterial
- Minor Arterial
- Collector
- Future Minor Arterial
- Future Collector
- Morningside Neighborhood Boundary

\*This map has been provided for illustrative purposes only. In no event is the City of Salem liable for damages from the from the use of this illustration.

## Chapter 6 – PARKS, RECREATION AND OPEN SPACE



### OVERVIEW

Morningside is currently underserved by public parks, with just 12.28 acres of existing developed parkland contained within three neighborhood parks (Figure 2.4). Existing park facilities provide approximately 1.4 acres per 1,000 residents, which is substantially below both the existing condition of 11.8 acres per 1,000 residents for the City of Salem overall, the national standard of 10-20 acres per 1,000 residents cited in a Trust for Public Land Parks System Analysis commissioned by the City in 2007, and the goal of 7 acres per 1,000 residents set forth in the 2012 Comprehensive Parks Master Plan (Parks Master Plan).

An additional 5-acre neighborhood park site has been acquired by the City of Salem adjacent in the west-central portion of Morningside adjacent to the future alignment of Hilfiker Lane SE, and a 5-acre neighborhood park site is also required to be provided with development of the former Fairview Training Center site, located in the central portion of the neighborhood. The Parks Master Plan also identifies opportunities for additional neighborhood, community and urban parks in the largely underdeveloped and underserved south-central portion of the neighborhood. The plan indicates minimum size requirements of 5 and 20-50+ acres respectively for these future parks, which would contribute substantially to



## MORNINGSIDE NEIGHBORHOOD PLAN

Morningside's park acreage deficit if developed.

### GOAL 11

Strive to increase the number and acreage of parks and recreational facilities within the Morningside Neighborhood to meet the service level needs of its residents (Figure 6.1), and maximize the benefits that parks and open space offer to the community.

#### POLICIES:

- 11.1 Encourage the advance acquisition of land for public parks in order to secure the parks facilities in central and south Morningside that were identified in the adopted Parks Master Plan (Figure 6.2).
- 11.2 Support and encourage the development of the currently unimproved Hilfiker Lane SE park site.
- 11.3 Support acquisition of the area identified in the Fairview Master Plan as 'The Woods' as Public Park.

#### RECOMMENDED ACTION:

- A11.1 The Morningside Neighborhood supports the development of parks and open space lands in underserved areas of the community in addition to those included in the Parks Master Plan.
- A11.2 The City should engage the Morningside Neighborhood Association for input on planning and design elements at such time that improvements are proposed to Morningside parks.

### GOAL 12

Promote development of the trail, sidewalk and multi-use pathway system identified in the Parks Master Plan (Figure 6.3) to provide non-motorized pathway connections through the Morningside Neighborhood, and between the neighborhood and the city's downtown core.

#### POLICIES:

- 12.1 Owners of properties abutting Pringle Creek and its tributaries should be engaged outside of the land use process to establish a multi-use pathway in the vicinity of this waterway for the purpose of providing a non-motorized route from south Morningside to the city's urban core.
- 12.2 At the time of development, City Parks and Transportation Division and the Morningside Neighborhood Association should engage project applicants to broker easement rights for establishment of the off-street trail system identified in the Parks Master Plan.

## MORNINGSIDE NEIGHBORHOOD PLAN

- 12.3 Sustainable Fairview Associates LLC should be engaged for potential establishment of a linear park feature and trail system linkage, consistent with the Parks Master Plan, along the vacated portion of Old Strong Road between Reed Road SE and Lindburg Road SE.

### GOAL 13

Distinguish Morningside's parks and open spaces as community destinations with intrinsic recreational and cultural value.

#### POLICIES:

- 13.1 In addition to level of service, park design should showcase the unique attributes of a particular location to distinguish individual parks as community destinations.
- 13.2 New and retrofitted parks shall incorporate amenities and facility attributes as identified for each park-type in the Parks Master Plan.
- 13.3 Funding for existing park facilities should be supported and maintained to continue to serve the needs of neighborhood residents.
- 13.4 Parks that include amenities for spectator sports shall be developed with adequate off-street vehicle parking.
- 13.5 Parks design should enhance visibility into the park space from adjacent local streets and residences and provide effective buffering from adjacent arterial streets.

#### RECOMMENDED ACTIONS:

- A13.1 The Morningside Neighborhood should partner with City Parks and Transportation staff and the Salem Parks Foundation to impart local knowledge and identify unique attributes that can be celebrated in the design of new and upgraded parks facilities.
- A13.2 The Morningside Neighborhood Association, City staff and Sustainable Fairview Associates LLC should seek to classify the woodland area identified as 'The Woods' in the Fairview Master Plan as a Public Park and natural open space amenity at such time that it is considered for designation as a public Neighborhood or Community park.

### GOAL 14

Utilize existing and future parkland to enhance riparian protections for Pringle and Clark Creeks, and increase the role of these riparian zones as community educational resources.

## MORNINGSIDE NEIGHBORHOOD PLAN

### POLICIES:

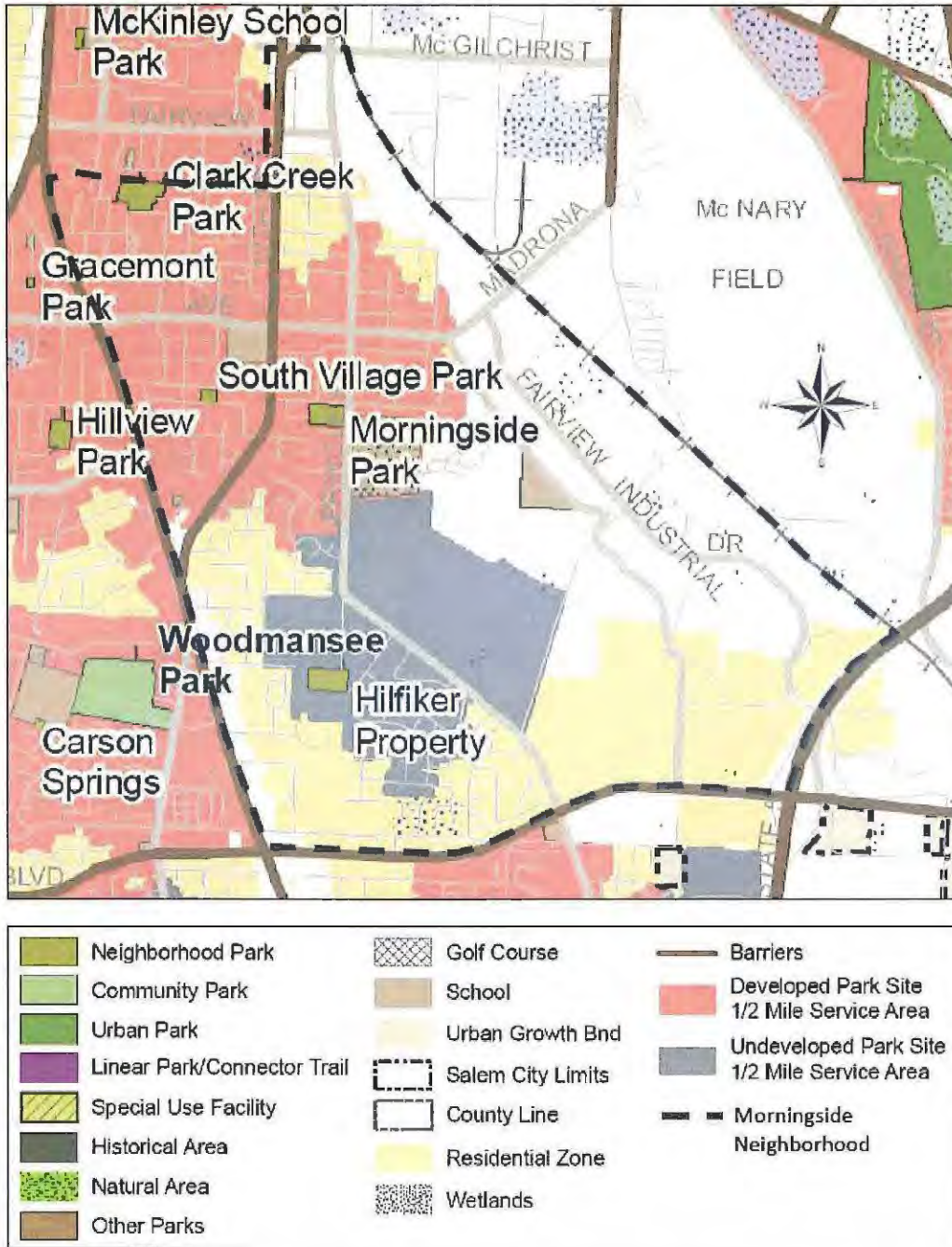
- 14.1 Support the maintenance of adequate buffers along creeks to minimize pollution, protect riparian corridors and improve stream health.
- 14.2 Promote partnerships with the Pringle Creek Watershed Council to organize community educational events and restoration activities in publicly-owned riparian corridor areas.

### RECOMMENDED ACTIONS:

- A14.1 The Morningside Neighborhood Association should actively seek out neighborhood and City partnerships to participate in the Tree Canopy Task Force, identify possible parks/open space benefactors (Salem Parks Foundation, Nature Conservancy, Rivers Conservancy, adopt-a-park initiatives, etc.), and seek grant funding for parks development and improvements.
- A14.2 The Morningside Neighborhood Association should assist the City Parks and Transportation Division in developing updated definitions and improvement standards to better address differing types of 'open space,' including (but not limited to):
  - a) Wildlife corridors and native plant habitat;
  - b) Riparian corridors;
  - c) Viewshed resources;
  - d) Passive and active recreational areas.

# MORNINGSIDE NEIGHBORHOOD PLAN

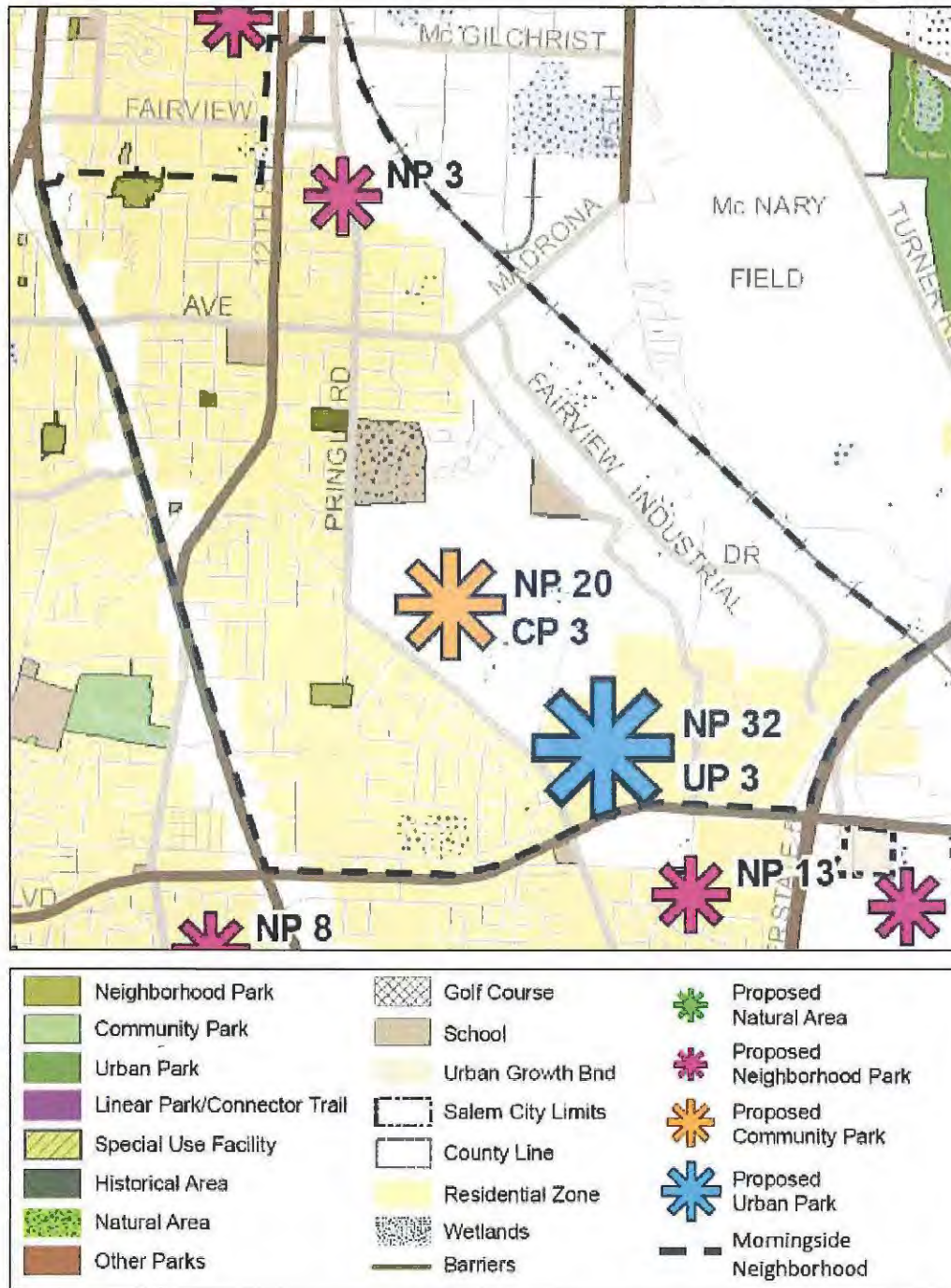
Figure 6.1: Existing Parks and Service Areas (from Parks Master Plan)





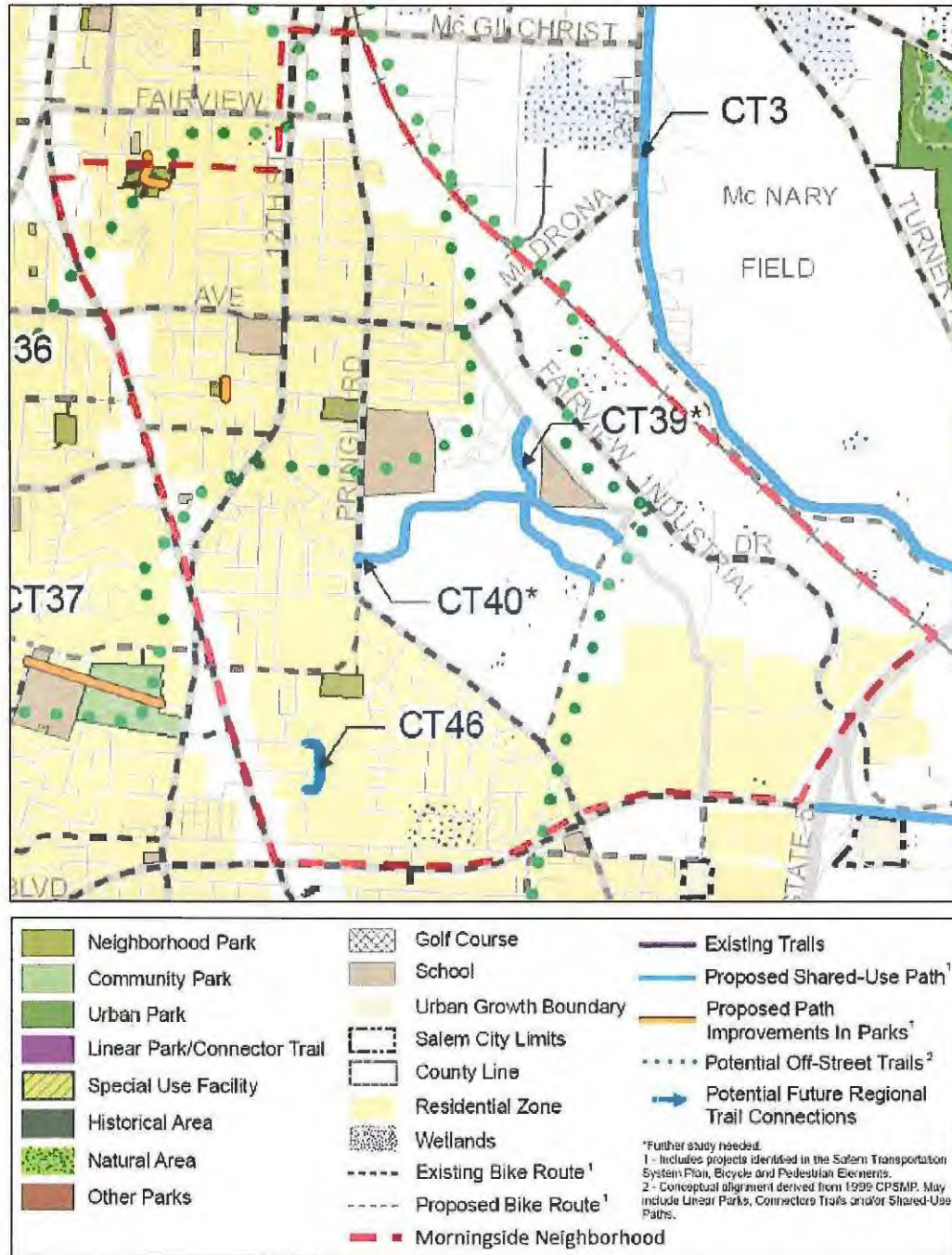
# MORNINGSIDE NEIGHBORHOOD PLAN

Figure 6.2: Planned Park System (from Parks Master Plan)



# MORNINGSIDE NEIGHBORHOOD PLAN

Figure 6.3: Planned Trail System (from Parks Master Plan)





## Chapter 7 – SUSTAINABILITY AND ENVIRONMENTAL QUALITY



### GOAL 15

Enhance the quality of life for current and future generations of residents by planning places that are resilient and provide multiple and equitable economic, environmental and social benefits.

#### POLICIES:

- 15.1 Promote resource conservation, waste reduction and pollution prevention through continued advancement of the City of Salem's Environmental Action Plan and the Salem Community Energy Strategy.
- 15.2 Support equal access to, and education regarding, local sustainability programs and resources.
- 15.3 The tenets of environmental justice shall be upheld to ensure a diverse neighborhood with equitable quality of life for residents of all family types and socio-economic backgrounds.
- 15.4 Support a vibrant and resilient local economy.

#### RECOMMENDED ACTIONS:

- A15.1 Support competitive innovation among Salem's development community to promote high-quality, sustainable project design.
- A15.2 Developers are encouraged to incorporate the standards and principles of the U.S. Green Building Council's Leadership in Energy and Environmental Design (LEED) program, or similar green building initiatives, in project design, construction and anticipated performance.

## MORNINGSIDE NEIGHBORHOOD PLAN

A15.3 Economic, environmental and social factors shall be considered in local decision-making regarding land use and facilities planning.

A15.4 The City should undertake a comprehensive Statewide Land Use Planning Goal 5 inventory to identify and promote protection of significant natural resources within the community.

### GOAL 16

Support development practices, business practices and infrastructure technology that minimize negative environmental impacts and resource needs, and improve water quality in Pringle and Clark Creeks.

#### POLICIES:

- 16.1 Stormwater runoff from new and existing development into Pringle Creek and Clark Creek should be minimized.
- 16.2 New and retrofitted development is encouraged to incorporate on-site renewable power generation methods such as solar photovoltaic, solar thermal, wind energy or clean back-up power supplies where feasible.
- 16.3 Development that maximizes investments in public infrastructure is encouraged.
- 16.4 The creation of new impervious surfaces should be minimized through the installation of permeable paving materials, green roofs, tree canopy, or other methods.
- 16.5 Employers should provide for and encourage telecommuting, flexible non-peak hour shifts, ride-share and/or transit incentives for employees.
- 16.6 Industrial developments must meet all environmental requirements and provide environmental safeguards.
- 16.7 High priority should be given to the elimination of infiltration and inflow from sanitary sewers or construction of additional sewage capacity along Pringle Creek.

#### RECOMMENDED ACTIONS:

- A16.1 The Morningside Neighborhood encourages development of a package of 'green' Salem Revised Code amendments to forward concepts including (but not limited to) the following:
  - a) Allow rain barrels and cisterns in side and rear yards, exempt from side and rear-yard setback requirements and from accessory structure footprint limitations;



## MORNINGSIDE NEIGHBORHOOD PLAN

- b) Establish provisions to allow alternative paving materials as approved hard-surface paving systems for off street parking areas and driveways;
- c) Count the area covered by a 'green roof' toward meeting a portion of applicable on-site landscaping requirements;
- d) Prioritize low-impact development (LID) practices in public streetscape design, development in riparian corridors and stormwater management;
- e) Allow for a percentage reduction of minimum off-street parking required for commercial developments adjacent to major arterial streets where tree plantings proposed within the parking lot exceed the minimum requirement of the zoning code by at least 25 percent.

A16.2 The Public Works Department should consider replacement of existing street lights with facilities utilizing solar power or induction bulbs.

A16.3 The City is encouraged to seek funding and administer a local grant program, similar to the Historic Toolbox Grant Program, for the purpose of promoting energy-efficient home remodels and new construction. The Morningside Neighborhood Association should provide assistance in identifying and securing grant funding for such a program.

A16.4 Residential multi-family developments located within 500 feet of a freeway, parkway, major arterial or other significant source of air pollution shall include design measures to promote the protection of residents from sources of air pollution.

A16.5 Applicants for new developments are encouraged to conduct a voluntary health impact assessment during project development, and incorporate design changes based on the assessment findings.

A16.6 To the extent practical, the market value of ecosystem services provided by a particular natural resource (wetland, significant tree, tree grove, etc.) should be considered in publicly-funded projects that may impact or remove such features.

## GOAL 17

Promote tree planting activities to increase the urban tree canopy of the Morningside Neighborhood to 25 percent.

### POLICIES:

- 17.1 Non-municipal sources of seedling stock, funding for planting, maintenance and care of trees should be sought and obtained.
- 17.2 Engage local volunteer organizations, watershed councils and government agencies to organize neighborhood-sponsored tree planting

## MORNINGSIDE NEIGHBORHOOD PLAN

events.

### RECOMMENDED ACTIONS:

A17.1 The Morningside Neighborhood Association shall develop a neighborhood tree planting strategy to leverage public-private partnerships, non-profit organizations and community volunteers in order to increase tree canopy throughout the neighborhood.

A17.2 At such time that City tree regulations are updated, consideration should be given to alternative methods or options for compliance with requirements such as basing preservation on inches of tree 'diameter' rather than the number of trees, or providing a sliding scale of ratio of percentage of significant trees preserved/total diameter preserved, to provide greater options for compliance.

## GOAL 18

Increase access to food, and the production of locally-grown food, within the Morningside Neighborhood.

### POLICIES:

18.1 Work closely with the ownership parties of the former Fairview Training Center site, as the area continues to develop, to organize a Morningside farmer's market at the Fairview property.

18.2 The Salem Parks and Transportation Division is encouraged to partner with recognized neighborhood associations to allow the establishment of community gardens within City-owned parks.

### RECOMMENDED ACTION:

A18.1 Any future commercial development in the Kuebler/I-5 Interchange Area – Northwest Quadrant should provide for establishment of at least a neighborhood-scale retail grocery store.

## Chapter 8 – PUBLIC FACILITIES AND COMMUNITY SERVICES



### GOAL 19

Ensure the provision of safe, economical and equitable street, water, sewer, education and governance systems for all citizens.

#### POLICIES:

- 19.1 Support stable and sustainable funding for public services.
- 19.2 Overhead utility lines should be located underground, whenever possible.
- 19.3 Street lights shall be installed within public rights-of-way at appropriate intervals to promote safe usage of public sidewalks and walkways at all times of the day.
- 19.4 Provide safe and convenient access to schools via sidewalks, bike paths and appropriate vehicle access to allow for safe drop-off and pick-up.
- 19.5 The adverse impacts of street construction projects on existing neighborhoods and facilities shall be minimized.
- 19.6 Encourage the development and maintenance of a drainage system that is adequate to relieve storm water problems throughout the drainage basins.
- 19.7 Neighborhood schools should be adequately supported and protected from adverse impacts caused by traffic and incompatible development.
- 19.8 The Morningside Neighborhood Association supports storm drainage strategies that encourage on-site retention of stormwater and provide an efficient and economically-feasible plan for piped and open channel flow where on-site retention is limited.

## MORNINGSIDE NEIGHBORHOOD PLAN

### RECOMMENDED ACTIONS:

- A19.1 The City should explore additional mechanisms to gather public input on major projects prior to applying for funds and entering into commitments to provide opportunity for concerns to be voiced at the earliest project stages.
- A19.2 Project designs for educational facilities should provide adequate, quality, safe schools for the children of Morningside.
- A19.3 Street maintenance should include maintaining currently unimproved streets (those without curbs and sidewalks).

### GOAL 20

Foster resident participation in the Morningside Community Emergency Response Team (CERT) and Neighborhood Watch programs.

### POLICIES:

- 20.1 Maintain open communication lines between CERT team, Neighborhood Watch volunteers, and the Salem Police and Fire Department staff.
- 20.2 Increase awareness and participation by providing program information on the Morningside Neighborhood Association webpage and at all neighborhood meetings.



## Chapter 9 – OPPORTUNITY AREAS

### OPPORTUNITY AREA 1: FAIRVIEW COMMERCE CENTER



Fairview Commerce Center, Salem Urban Development Department

#### OVERVIEW

The Fairview Industrial Park was identified as a potential major employment center by the City of Salem and State of Oregon the late 1970s and early 1980s (Project '90 Committee, 1981; Beckendorf & Associates, 1983). In 1984, an urban renewal plan was enacted to improve the overall appearance, condition and function of the area while eliminating blight conditions that impeded orderly redevelopment and effective economic development. The Fairview Industrial Park is dominated by the IBC (Industrial Business Campus) and IC (Industrial Commercial) zoning districts characterized by a mix of light manufacturing, corporate and state offices, and contracting businesses punctuated by accessory restaurant, service and community uses.

The IBC-zone designation was created in the early 1980s to facilitate an expected need for campus-like industrial development that would, in particular, attract and serve manufacturing and high-technology electronics sectors and their supporting uses. Boise Cascade's corrugated container plant, north of Madrona Avenue SE, was the first major development in the industrial park (1987); followed by Yamasa Corp. south of Madrona Avenue (1993). Siltec, which became Mitsubishi Silicon America and was later known as SUMCO, was

## MORNINGSIDE NEIGHBORHOOD PLAN

a key manufacturer in the industrial park and first purchased property in the area in 1994. However, the intended purpose of the IBC-zone did not materialize to the extent that had been projected. As the technical requirements for high-technology electronics changed and as production shifted to locations out of state and overseas, those facilities closed and have been converted to other industrial and business service uses.

The Fairview Industrial Park has seen a resurgence of development interest in the last decade. In response to both market trends and the economic realities of the “Great Recession,” the area has retained some industrial uses while broadening to include a mix of light manufacturing uses, professional office uses and a wide variety of accessory and supporting non-manufacturing uses. With this trend has come recognition by the development community and local government agencies that the IBC-zone may no longer provide adequate flexibility in its use allowances to accommodate this transition. In response, approximately 112 acres of former IBC-zoned land has been converted to the more flexible IC (Commercial Industrial) zoning designation since 2006. The zone changes sought to accommodate the above-described market shift to a “Fairview Commerce Center” have produced a hybrid district allowing only a selection of IC-zone uses while maintaining the development standards of the IBC-zone in order to maintain the large building setbacks from the streetscape, abundant landscaping, improved roadways and pedestrian and bicycle amenities, and open spaces that characterize the industrial park. The inclusion of office and professional uses within the industrial park has also coincided with the relocation of several state agency offices to the area, giving rise to debates as to the efficacy of allowing non-taxable entities to purchase land within an Urban Renewal Area established on the premise of generating tax increment.

Recent and innovative economic development programs established to spur development within the Fairview Commerce Center include the City’s Enterprise and Electronic Commerce Zone and Fairview Small Business Pilot Loan Program, which are intended to promote e-commerce and stimulate traded-sector job growth respectively in this dynamic and important local resource area. With approximately 70 acres of undeveloped parcels and many additional acres of underdeveloped land, the Commerce Center remains a significant regional employment center with great potential to fuel local economic growth and prosperity.

### GOAL 21

Maintain and enhance the Fairview Commerce Center as an innovative and market-responsive, economic development asset (Figure 9.1).

#### POLICIES:

- 21.1 The Fairview Commerce Center should be promoted and managed as a significant regional employment center, providing diverse private investment opportunities and a preponderance of family-wage jobs, and contributing to the economic and social livelihood of the City of Salem.

## MORNINGSIDE NEIGHBORHOOD PLAN

- 21.2 Limited retail and service uses are encouraged with new and retrofitted development to provide Fairview Commerce Center employees opportunities within walking distance to fulfill functions such as eating and commerce on breaks and before/after work.
- 21.3 Whenever possible, future development should take advantage of potential synergistic opportunities afforded by the adjacency of the Commerce Center to the Union Pacific Railroad tracks and the Salem Municipal Airport.
- 21.4 Employ green stormwater infrastructure to avoid the flow of untreated stormwater runoff from impervious surfaces into Pringle Creek and its tributaries.
- 21.5 New uses and development within the Fairview Commerce Center should contribute toward the property tax base of the City of Salem.
- 21.6 Within the Fairview Commerce Center, the design standards and landscaping requirements of the IBC (Industrial Business Campus) zone and Fairview Urban Renewal Area (City of Salem, 1984) shall be maintained in any update or replacement of the IBC zoning district.

### RECOMMENDED ACTIONS:

- A21.1 The City should amend the IBC zone to reduce the need for Comprehensive Plan and zone changes in this district to allow the trend toward establishment of predominantly family-wage employers, traded-sector industries and light industrial uses. Ideally, the amendment should be applicable to the IBC-zone holistically and not limited to the Fairview Commerce Center.
- A21.2 The Urban Development Department should build upon the success of the Fairview Small Pilot Loan Program (City of Salem, 2011) and develop additional, expanded, performance-based incentives that promote the creation of family-wage jobs.
- A21.3 Private or publicly-owned wayfinding signage, similar to that installed downtown, should be installed to connect the Fairview Commerce Center to nearby neighborhoods, natural resource areas and the city's downtown in a safe manner.
- A21.4 The City, the Morningside Neighborhood Association and private property owners should work cooperatively to establish a network of publicly accessible, publicly or privately-owned, multi-use pathways along Pringle Creek and potentially north/south adjacent the Union Pacific Railroad tracks as called for in the Parks Master Plan, connecting the Morningside Neighborhood to the city's downtown (Figures 9.1 and 9.2).
- A21.5 The Morningside Neighborhood supports changes to the zoning and Comprehensive Plan designations for existing residentially-zoned



# MORNINGSIDE NEIGHBORHOOD PLAN

properties within the Fairview Commerce Center to classifications that are supportive of industrial and office uses to facilitate expansion of the commerce center south to Marietta Street SE and Interstate 5, as illustrated in Figure 9.2.

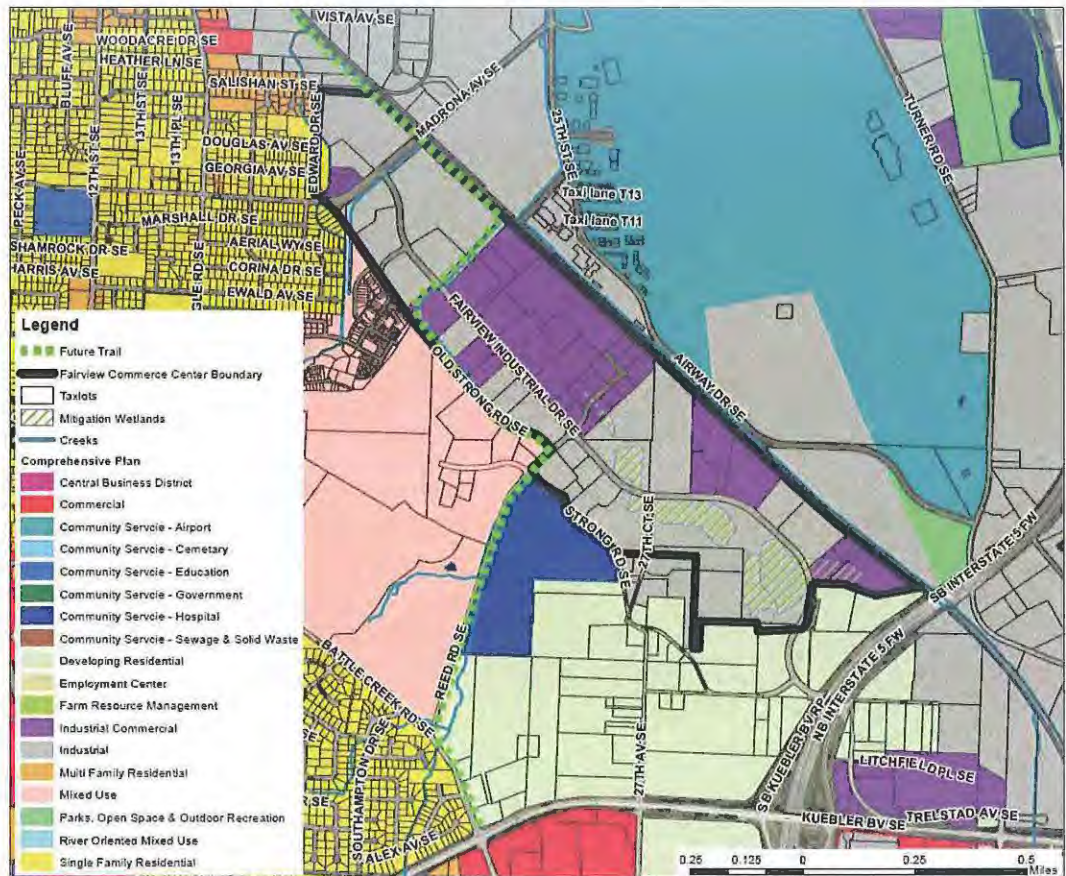
## GOAL 22

Enhance walkability and natural resource protection to promote the use of alternative transportation options and a healthy environment within Fairview Commerce Center.

### POLICIES:

- 22.1 Pedestrian connectivity between the Fairview Commerce Center and existing and future residential development at the former Fairview Training Center site should be maximized.
- 22.2 The pedestrian walkway system and mitigation wetland pathway system within the Fairview Commerce Center are important amenities that shall be maintained and enhanced over time.

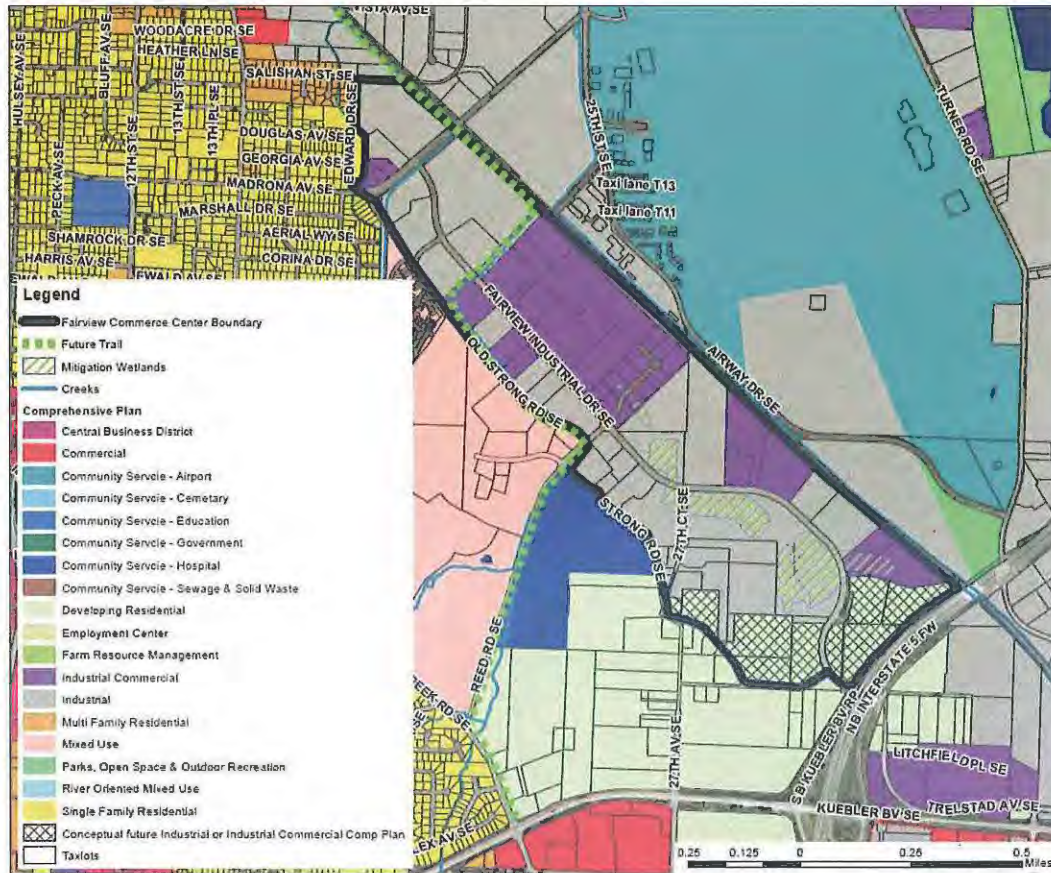
Figure 9.1: Fairview Commerce Center, Existing Boundaries and Comprehensive Plan Designations





# MORNINGSIDE NEIGHBORHOOD PLAN

Figure 9.2: Fairview Commerce Center, Conceptual Future Boundaries and Comprehensive Plan Designations



\*This map has been provided for illustrative purposes only. In no event is the City of Salem liable for damages from the use of this illustration.



### OPPORTUNITY AREA 2: FORMER FAIRVIEW TRAINING CENTER (SUSTAINABLE FAIRVIEW)



Source: Fairview Training Center Redevelopment Master Plan

#### OVERVIEW

A defining feature of the Morningside Neighborhood is the former Fairview Training Center site, which comprises the bulk of Salem's land zoned for mixed-use development, affecting 275 acres generally bound by Battle Creek and Pringle Roads to the west, Reed and Old Strong Roads to the south and east, and Leslie Middle school and single-family residential neighborhoods to the north (Figure 9.3). The site was operated by the State of Oregon between 1908 and 2000 as a facility to house and educate developmentally-disabled persons.

The property was surplus by the State in 2000 and purchased in 2002 by a group of investors and academics known as Sustainable Fairview Associates (SFA). Between 1998 and 2003, a community-level planning effort was led by SFA in partnership with the City of Salem to craft a vision for redevelopment of the site as a model of sustainable, equitable and highly walkable, mixed-use development, the Fairview Master Plan (Sustainable Fairview Associates, 2005). Complementing the sustainable vision embodied in the Master Plan is a set of regulatory provisions allowing for flexible zoning provisions crafted by and tailored to individual developments, intended to alleviate regulatory barriers to realizing the Master Plan vision. The results of this effort were formalized with the creation of the "Mixed Use" Comprehensive Plan designation and "Fairview Mixed Use" (FMU) zoning district in 2003 and adoption of the Fairview Master Plan (Figure 9.4) by the Salem City Council in 2005.

Three developments have been approved on the site thus far, affecting approximately 113 acres of the former state institution. The development plans approved to date preserve substantial natural and community open space, promote compact and higher-density urban development, and provide for an interconnected and diverse transportation system intended to promote non-single-occupancy vehicle travel within the Fairview site. The site is identified as

## MORNINGSIDE NEIGHBORHOOD PLAN

an *Existing Mixed-Use Opportunity Area* on the *Salem Urban Area Nodes and Corridors Map* of the Comprehensive Plan, and its continued redevelopment pursuant to the Fairview Master Plan will substantially reshape and redefine the character of the Morningside Neighborhood.

### GOAL 23

Promote redevelopment of the former Fairview Training Center site (Figure 9.3) that is innovative, sustainable, equitable and consistent with the goals, policies and objectives of the Fairview Master Plan (Figure 9.4).

#### POLICIES:

- 23.1 The Morningside Neighborhood Association endorses the adopted Fairview Master Plan promoting mixed-use, sustainable development on 275 acres at the former Fairview Training Center site.
- 23.2 Coordination is encouraged between private developers and the Salem-Keizer Transit District to foster residential densities, employment uses and infrastructure supportive of the establishment of transit service within Fairview site as envisioned in the Fairview Master Plan.
- 23.3 Pedestrian, bicycle and vehicle connections are emphasized between refinement plan areas and existing and future residential and employment uses to the south, east and west of the Fairview site.
- 23.4 The Fairview site shall serve as a model for *green* public street, stormwater and utility infrastructure designs, successful examples of which should be considered for adoption and implementation as appropriate on a citywide basis.

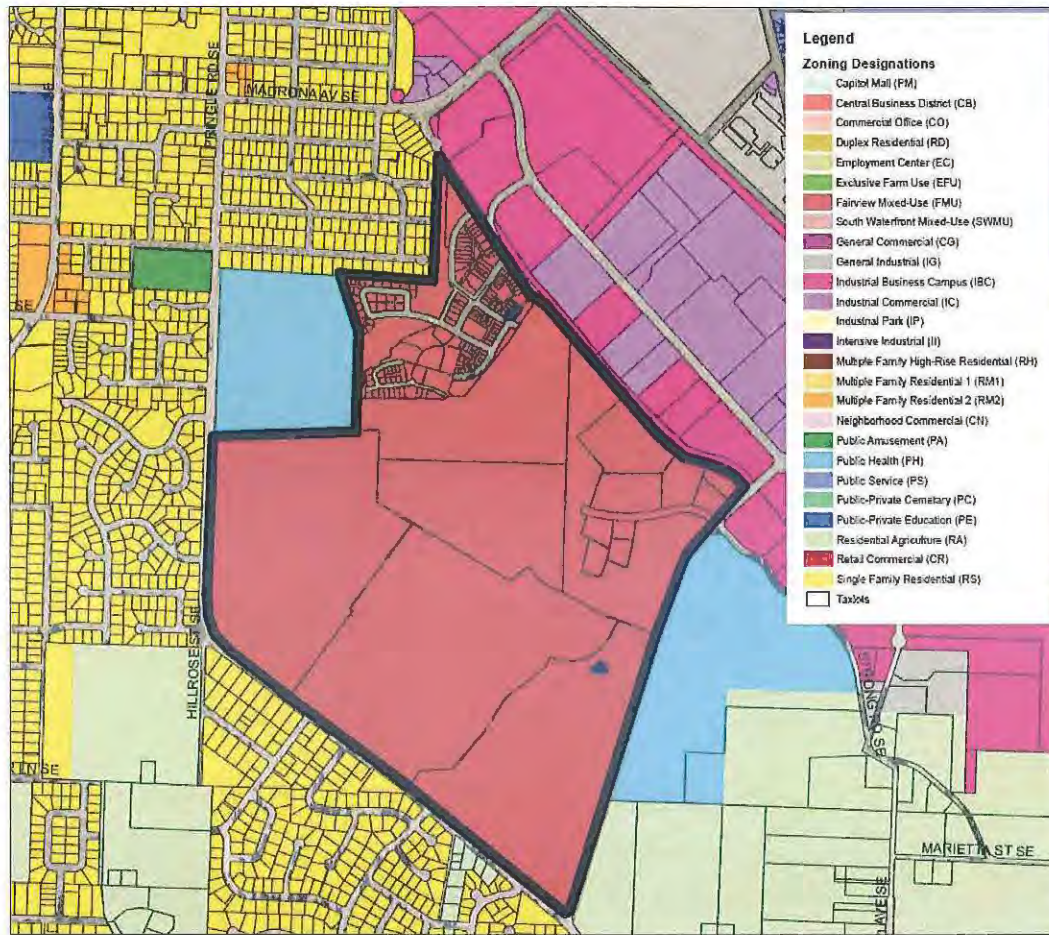
#### RECOMMENDED ACTIONS:

- A23.1 Applicants for Fairview Refinement Plans should engage the Morningside Neighborhood Association to obtain early input prior to filing an application with the City of Salem.
- A23.2 The former Fairview Training Center site ownership group is encouraged to assess and update the Fairview Master Plan at 5-year intervals to ensure the plan is kept current with changing site conditions, socio-economic trends, public services and technological advances in sustainability science. The ownership group should petition for corresponding updates of the applicable portions of Salem Revised Code.



# MORNINGSIDE NEIGHBORHOOD PLAN

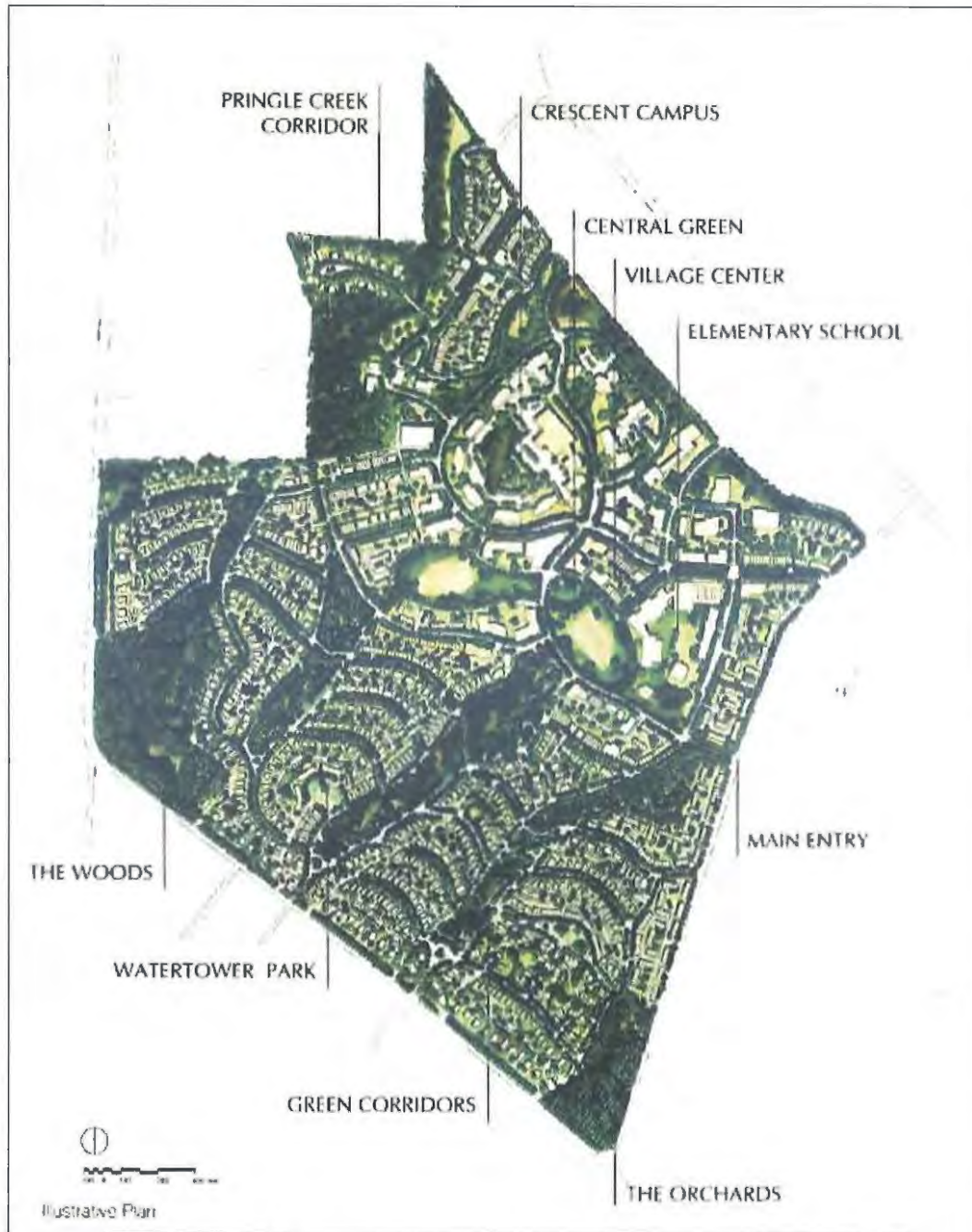
Figure 9.3: Former Fairview Training Center Site



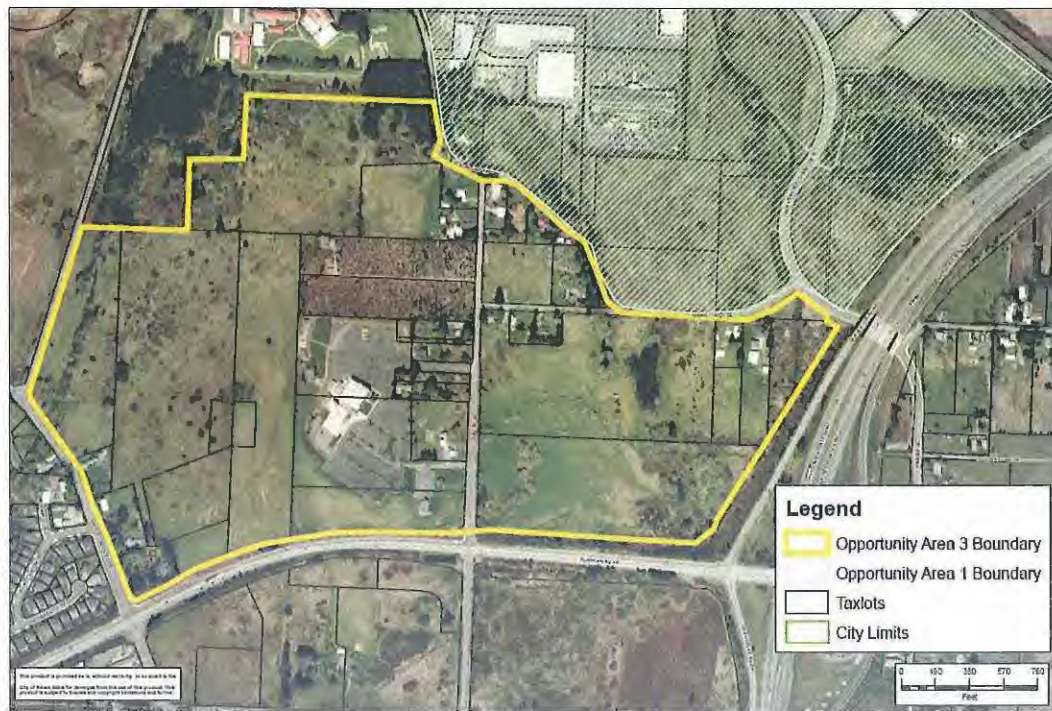


# MORNINGSIDE NEIGHBORHOOD PLAN

Figure 9.4: Fairview Master Plan, Illustrative Plan



## OPPORTUNITY AREA 3: KUEBLER/I-5 INTERCHANGE AREA, NW QUADRANT



### OVERVIEW

A key Opportunity Area in the Morningside Neighborhood is the Northwest Quadrant of the Kuebler/I-5 Interchange Area. The Northwest Quadrant, depicted in Figure 9.5, is approximately 167 acres in size and is bound by Kuebler Boulevard SE to the south, Interstate Highway 5 to the east, Battle Creek and Reed Road SE to the west, and the Hillcrest School, Strong Road SE and Marietta Street SE to the north. The Opportunity Area boundary is generally within the area identified in the Oregon Department of Transportation (ODOT) Kuebler Boulevard Interchange Management Plan (IAMP) (CH2MHILL, 2009). The purpose of the 2009 IAMP is to ensure safe and efficient operations, minimize the need for future major interchange improvements, and protect the function of the interchange over time and the public investment in the facility.

Kuebler Boulevard is the principal east-west arterial connection to the site and between south and east Salem. It also provides a connection to an eastern loop route around Salem that includes Cordon Road, Hazel Green Road, and Chemawa Road (CH2MHILL, 2009). Kuebler Boulevard is classified as a Parkway in the Salem Transportation System Plan (TSP). The cross-section for a Parkway is an 80-foot paved width (five lanes including median/turn lane, in addition to bicycle lanes) within a 120-foot right-of-way. In the vicinity of the Northwest Quadrant, Kuebler is currently improved with a 64-foot paved width within a fluctuating 170 to 259-foot-wide public right-of-way. In addition to the



## MORNINGSIDE NEIGHBORHOOD PLAN

requirements of the TSP, the IAMP recommends a number of future improvements to Kuebler Boulevard to accommodate future development in the interchange area.

The majority of the land within the Northwest Quadrant is designated as Developing Residential in the Comprehensive Plan, zoned RA (Residential Agricultural), and largely comprised of existing residential-agricultural uses. The Morning Star Community Church represents the largest non-residential development within this area. The Comprehensive Plan indicates the future use of Developing Residential land as primarily single family and multi-family residential with supporting and compatible uses, including schools, parks and churches. However, the intent statement for this designation also acknowledges that Developing Residential land "...will be considered as available over time for urban development..." and anticipates the eventual "...conversion of Developing Residential or Urbanizable Areas to Urban Development..." Comprehensive Plan and zone change approvals will be required prior to establishment of most commercial, industrial and higher-density residential development in this area.

The Salem Futures project (1998-2003) identified the Kuebler/I-5 interchange area as a potential location for a mixed-use center. Key priorities identified in the neighborhood planning process include protection of the public investment in and function of Kuebler Boulevard, creation of a distinct community destination that fosters economic vitality and encourages pedestrian walkability as lands within the Northwest Quadrant develop, establishment of alternate transportation routes to and through the Northwest Quadrant, and mitigation of increased vehicle traffic along Kuebler Boulevard. The Opportunities Area Map included in Figure 9.6 is intended to provide guidance and, in concert with goals, policies and recommended actions below, convey neighborhood priorities regarding future land use patterns in the Northwest Quadrant.

### GOAL 24

Future development in the Kuebler/I-5 Interchange Area Northwest Quadrant should elevate the community to a new standard by creating a vibrant and distinct destination that incorporates thoughtful urban design and an integrated transportation system that accommodates and encourages all modes of travel. This experience should foster a built environment that connects employers, residents, workers, patrons and visitors; emphasizes sustainability; and minimizes impacts on surrounding communities.

#### POLICIES:

- 24.1 Multiple buildings within a project area should be arranged to foster a positive functional relationship with one another and a visually appealing urban form.
- 24.2 Development in this area should provide for a high degree of pedestrian connectivity between buildings, parking areas and the adjacent streetscape.

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- 24.3 Adjacent developments should provide for internal vehicle and pedestrian cross access between project sites whenever possible.
- 24.4 The Morningside Neighborhood strongly supports acquisition of land and development of a Community or Large Urban Park in the vicinity of the City-owned (Coburn Reservoir) properties as identified in the Parks Master Plan.
- 24.5 Heritage elements such as viewpoints, significant trees and other features associated with area homestead sites should be incorporated into or memorialized in development plans, where practicable.
- 24.6 Future development should take into account the existing approach corridor for Salem Municipal Airport runway 34 and should be consistent with Federal Aviation Administration (FAA) guidelines for land use and noise compatibility.
- 24.7 Treatment of parking lot stormwater drainage should incorporate the use of bio-swales, pervious pavement and natural filtration, minimizing direct storm drainage into waterways.
- 24.8 The Morningside Neighborhood encourages cost-efficient development principles and fiscal impact analysis to inform decision-making, assess life-cycle infrastructure costs, and determine the fiscal impacts of development.
- 24.9 Linkages should be established between public and private open spaces to accommodate wildlife movement through the area and allow for the development of the off-street trail system and multi-use pathways depicted in the Parks Master Plan and Transportation System Plan.
- 24.10 Private development interests should engage the Morningside Neighborhood Association to achieve successful project outcomes that balance the needs of the neighborhood, the broader Salem community and the region.
- 24.11 Private developers should engage the Salem-Keizer Transit District before filing development applications with the City, and integrate existing and planned transit service into project designs.

### RECOMMENDED ACTIONS:

- A24.1 The Morningside Neighborhood is supportive of future Comprehensive Plan and zone changes to allow for a mix of residential densities, non-residential and mixed-use development within the Kuebler/I-5 Interchange Area Northwest Quadrant as depicted in Figure 9.6.
- A24.2 New single-family residential development on parcels abutting the Interstate 5 right-of-way is discouraged.



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### GOAL 25

Protect the community's investment in Kuebler Boulevard SE as the primary east-west arterial in South Salem through effective access management and mobility planning for all modes of transportation.

#### POLICIES:

- 25.1 Traffic impacts resulting from development in the Kuebler/I-5 Interchange Area Northwest Quadrant shall be mitigated to protect the functionality of, and maximize the public investment in, Kuebler Boulevard SE and Interstate Highway 5.
- 25.2 New two-way or signalized driveways should not be permitted onto Kuebler Boulevard between 27<sup>th</sup> Avenue SE and the Interstate 5 right-of-way.
- 25.3 The Morningside Neighborhood supports transportation infrastructure improvements in the vicinity of the Kuebler/I-5 interchange that improve the flow of vehicle traffic and provide for functional and safe passage of non-motorized transportation and pedestrians.
- 25.4 Future development patterns between 27<sup>th</sup> Avenue SE and Battle Creek/Reed Road SE should provide the following:
  - a) A high degree of street connectivity, with particular emphasis on through-connections to Reed Road SE;
  - b) Walkable block lengths;
  - c) Adequate intersection density to promote the use of non-motorized transportation.
- 25.5 Holistic consideration should be given to the cumulative transportation impacts of development within the four quadrants of the Kuebler/I-5 Interchange Area.

#### RECOMMENDED ACTIONS:

- A25.1 The Morningside Neighborhood supports the use of innovative, alternative intersection designs in the Kuebler/I-5 Interchange Area to maximize safety and mobility for all modes of travel (Figure 9.7). Examples may include, but are not limited to:
  - a) Displaced left-turn intersections;
  - b) Median U-turn intersections;
  - c) Through-about intersections; and
  - d) Roundabouts.
- A25.2 To provide for efficient pedestrian movement and safety, the City and ODOT should explore opportunities to construct a grade-separated pedestrian crossing over Kuebler Boulevard connecting the Kuebler/I-5

## MORNINGSIDE NEIGHBORHOOD PLAN

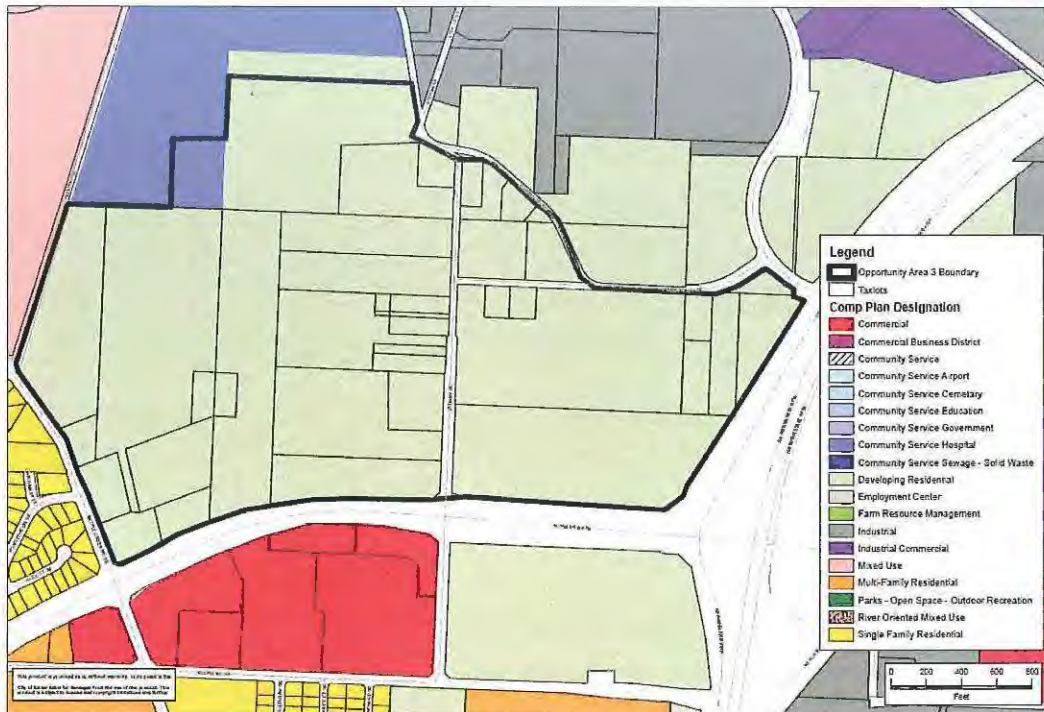
Interchange Area northwest and southwest quadrants.

A24.3 The Morningside Neighborhood strongly supports the establishment of east/west transit service along Kuebler Boulevard and an eventual extension of Salem-Keizer Transit District Bus Line 7 to connect to such service.

A25.4 Development in this area should be well integrated with local mass transit service. Developers should work with the Salem-Keizer Transit District to support establishment of east/west transit along Kuebler Boulevard and cut-through service from Kuebler Boulevard to the existing bus line along Fairview Industrial Drive SE.

A24.5 Private development interests are encouraged to should work closely with ODOT and City staff to find cost-effective solutions to northwest quadrant site constraints, including but not limited to interchange improvements, wetland management and public utility infrastructure placement.

Figure 9.5: Kuebler/I-5 Interchange Area Northwest Quadrant, Existing Comprehensive Plan Designations



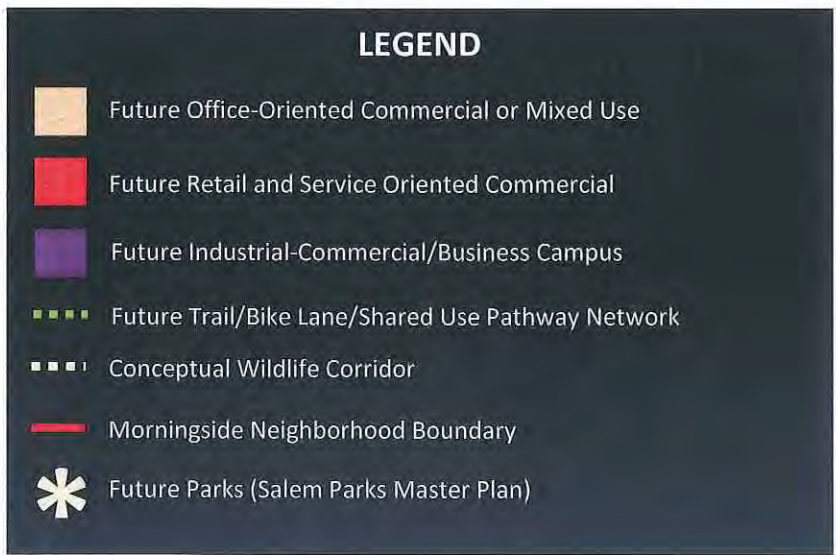


# MORNINGSIDE NEIGHBORHOOD PLAN

Figure 9.6: Opportunity Areas Map



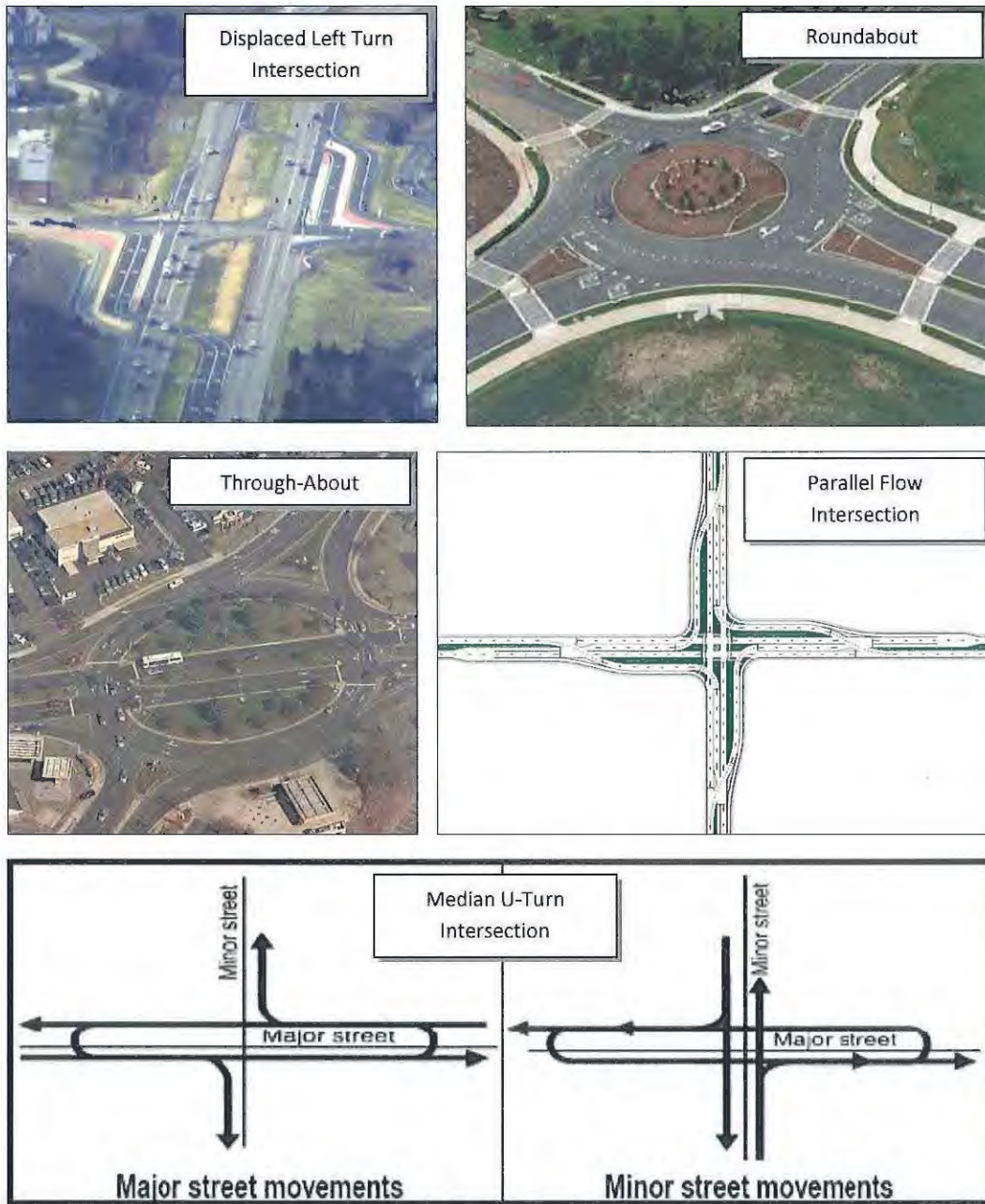
\*This map has been provided for illustrative purposes only. In no event is the City of Salem liable for damages from the use of this illustration.





# MORNINGSIDE NEIGHBORHOOD PLAN

Figure 9.7: Alternative Intersection Design Examples (Conceptual)



Source: U.S. Department of Transportation, Federal Highway Administration.





# Morningside Neighborhood Plan

## Generalized Land Use Map

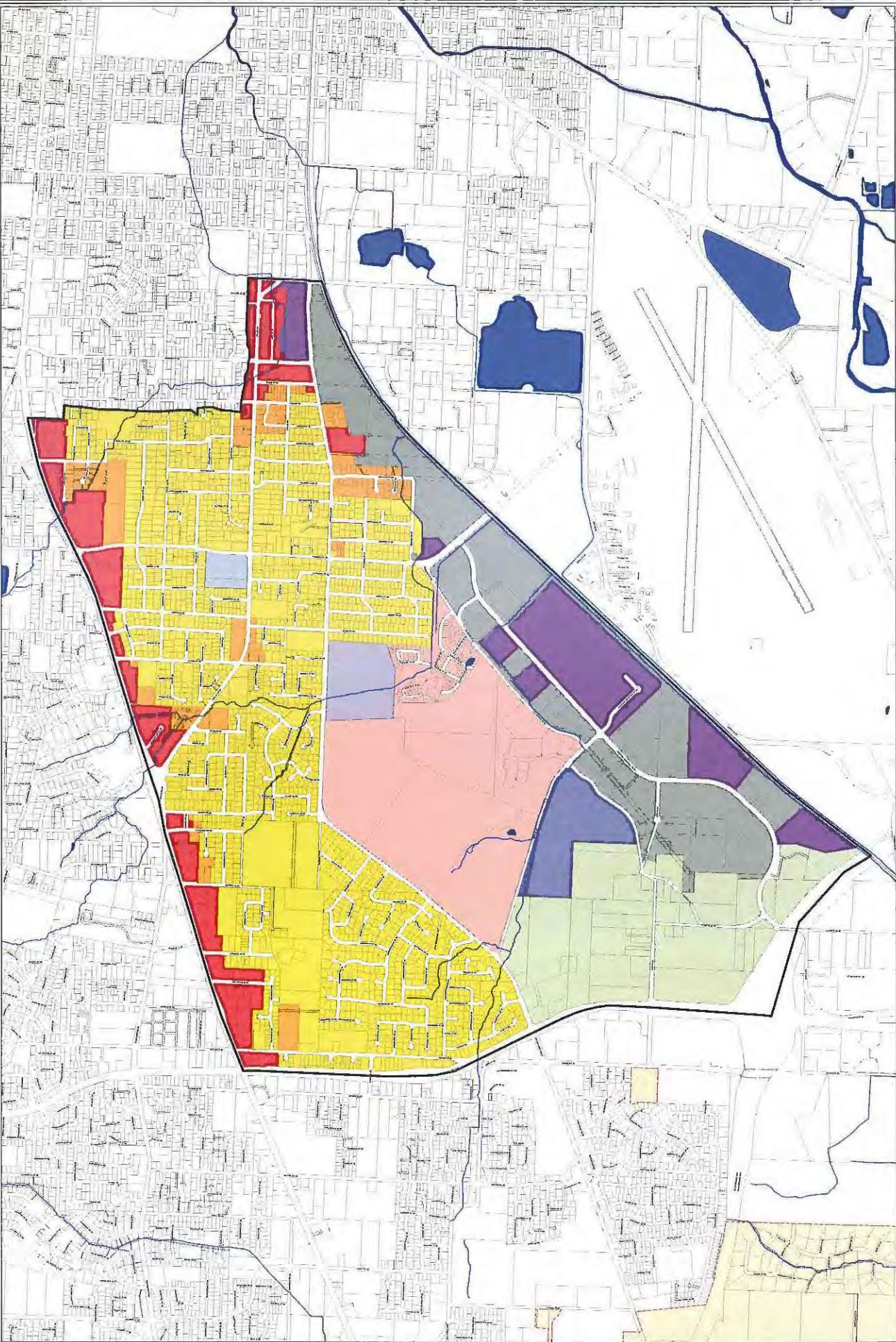
**City of Salem**  
Community Development Department

July  
**2013**

### Key

#### Land Use Designations

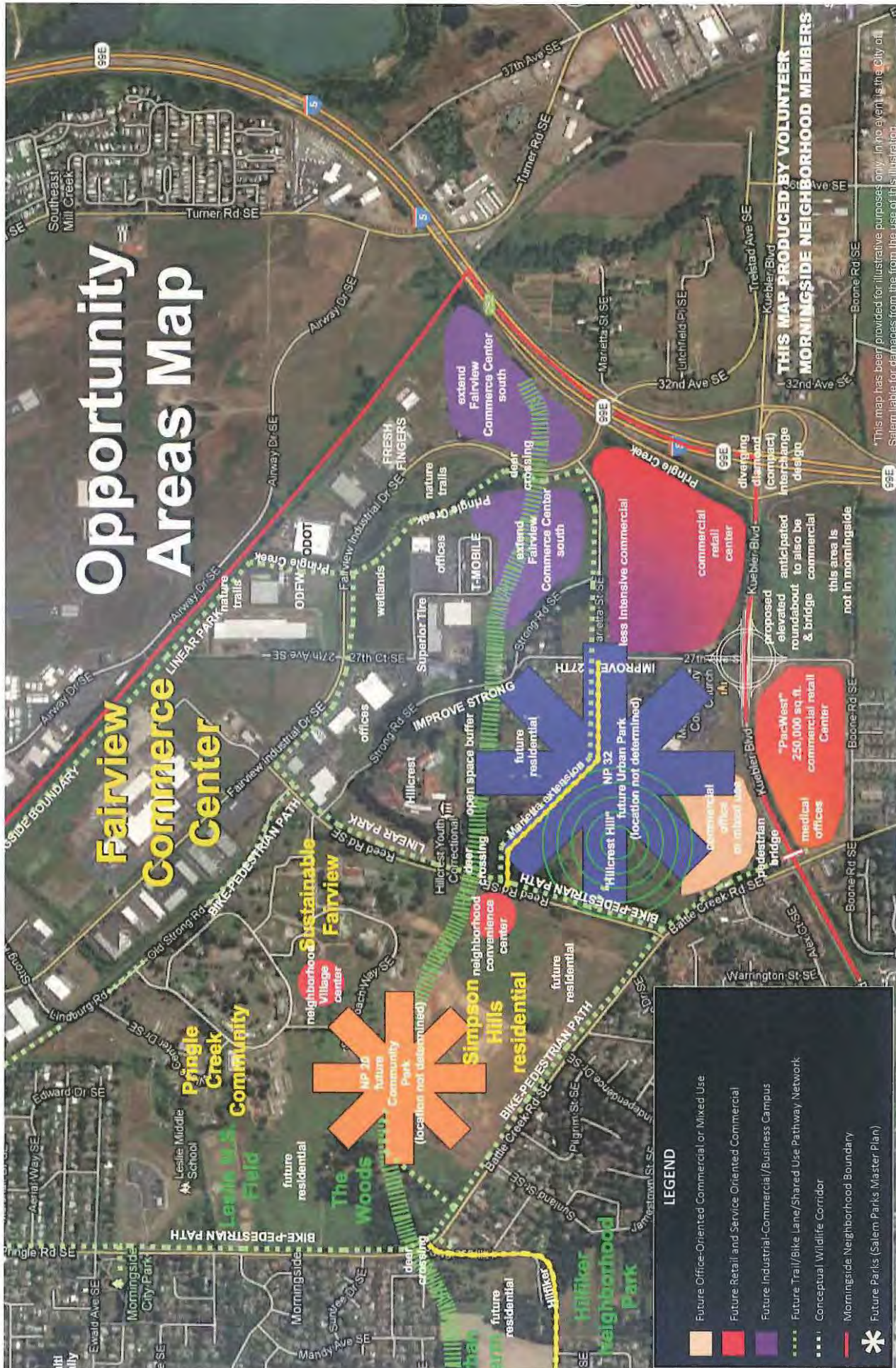
- Commercial
- Community Service Education
- Community Service Government
- Community Service Hospital
- Developing Residential
- Industrial
- Industrial Commercial
- Mixed Use
- Multi-Family Residential
- Single Family Residential
- Creeks
- Lakes
- Salem City Limits
- Outside Salem City Limits
- UGB
- Morningside Neighborhood Association



This map is for informational purposes only and does not constitute a contract or any other legal document. The City of Salem is not responsible for any errors or omissions on this map. For more information, please contact the Community Development Department at 503.596.2200.



# Opportunity Areas Map



**Fairview Commerce Center**

**Sustainable Fairview**

**Pingle Creek Community**

**Simpson Hills residential**

**Hillcrest Hills**

**THIS MAP PRODUCED BY VOLUNTEER MORNINGSIDES NEIGHBORHOOD MEMBERS**

**LEGEND**

- Future Office-Oriented Commercial or Mixed Use
- Future Retail and Service Oriented Commercial
- Future Industrial-Commercial/Business Campus
- Future Trail/Bike Lane/Shared Use Pathway Network
- Conceptual Wildlife Corridor
- Morningside Neighborhood Boundary
- \* Future Parks (Salem Parks Master Plan)

\*This map has been provided for illustrative purposes only. In no event is the City of Salem liable for damages from the use of this illustration.



# Glossary of Terms

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## **Accessory Dwelling Unit (ADU)**

Sometimes referred to as a 'secondary' or 'in-law' unit. An ADU is a second dwelling unit created on a lot with a house. The second unit is created auxiliary to, and is always smaller than, the primary dwelling. The unit incorporates independent living facilities including provisions for sleeping, cooking, and sanitation, and is designed for residential occupancy by one or more people, independent of the primary dwelling unit. The unit may have a separate exterior entrance or an entrance to an internal common area accessible to the outside. Accessory Dwelling Units may be detached or attached to the primary dwelling unit. (Adapted from Title 33, Portland Zoning Code § 910)

## **Alternative Paving Materials**

An alternative paving material is one of the following: porous asphalt, porous concrete, permeable interlocking concrete pavers, permeable pavers, decomposed granite, crushed rock, gravel, and restrained systems (a plastic or concrete grid system confined on all sides to restrict lateral movement, and filled with gravel or grass in the voids). (Los Angeles Municipal Code § 12.21)

## **CERT**

Acronym for Salem Community Emergency Response Team. The CERT program helps train volunteers to assist their communities when a disastrous event overwhelms or delays the community's professional response. (Salem Fire Department, Emergency Management)

## **Common Green**

A street that provides for pedestrian and bicycle access, but not vehicle access, to abutting property and generally provides a common area for use by residents. A common green may function as a community 'front yard' yard and provide required street frontage for residential lots to allow urban densities on properties with limited street frontage onto a public street. Hard and soft landscape features may be included in a common green, such as groundcover, trees, shrubs, surfaced paths, patios, benches, or gazebos. (Adapted from Title 33, Portland Zoning Code § 910)

## **Ecosystem Services**

Ecosystem services are the benefits that human communities enjoy as a result of natural processes and biological diversity including (but not limited to) fish and wildlife habitat, the water cycle, filtration of air and water pollution, pollination, mitigation of environmental hazards, control of pests and diseases, carbon sequestration, avoidance of carbon dioxide emissions, and maintenance of soil productivity. Conservation and sustainable land and resource management can protect and promote ecosystem services. (Oregon Watershed Enhancement Board)

### **Enclosure**

A visual quality of the streetscape resulting from the spatial relationship, commonly expressed as a ratio of building height to right-of-way width, between the street and adjacent buildings, street trees and other elements that provide vertical definition. Recognized as a key component of creating a satisfactory, comfortable space. Spaces can be framed by landforms, fences, walls, structures, trees and landscaping. (Saint Louis Great Streets Initiative)

### **Environmental Justice**

Environmental Justice is the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. (US Environmental Protection Agency)

### **Family-Wage Jobs**

Jobs with average wages above 180 percent of the minimum wage. (Oregon Laws, 2011 c.564 § 2)

### **Health Impact Assessment (HIA)**

HIA is a process that helps evaluate the potential health effects of a plan, project or policy before it is built or implemented. An HIA can provide recommendations to increase positive health outcomes and minimize adverse health outcomes. HIA brings potential public health impacts and considerations to the decision-making process for plans, projects, and policies that fall outside the traditional public health arenas, such as transportation and land use. (US Centers for Disease Control and Prevention)

### **Level of Service (LOS)**

LOS is a qualitative measure used to describe traffic operations. It is expressed as a letter designation A through F. LOS A indicates that traffic flows freely and that, generally, no vehicle waits longer than one red traffic light signal. LOS E indicates that an intersection or street is approaching capacity, with significant traffic delays during peak travel periods. LOS F indicates that the intersection has exceeded its effective capacity. (Salem Transportation System Plan)

### **Low Impact Development (LID)**

A stormwater management and land development strategy applied at the parcel and subdivision scale that emphasizes conservation and use of on-site natural features integrated with engineered, small-scale hydrologic controls to more closely mimic predevelopment hydrologic functions. (Clean Water Services)

### **Mixed-Use Development**

(1) A combination of retail and residential uses, or office and residential uses, in a single building or separate buildings on the same lot or contiguous lots. (2) A combination of retail, office and residential uses, in a single building or separate buildings on the same lot or contiguous lots. Mixed Use Development includes, but is not limited to, Mixed Use Buildings as defined in SRC 119.700. (Salem Revised Code Chapter 143F.020(b))



## MORNINGSIDE NEIGHBORHOOD PLAN

### **Pocket Park**

A pocket park is a small outdoor space, usually no more than ¼ of an acre, most often located in an urban area that is surrounded by commercial buildings or houses on small lots, with no places for people to gather, relax, or to enjoy the outdoors. There is no set design for a pocket park; each one is different depending on the size and use of the space. They are also called vest pocket parks, a term first used in the 1960's. (Keep Indianapolis Beautiful, Inc.)

### **Riparian Corridor**

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 fifty feet horizontally from the top of bank on each side of a waterway with less than one thousand cubic feet per second average annual stream flow, and seventy five feet horizontally from the top of bank on each side of a waterway with one thousand or more cubic feet per second average annual stream flow (Willamette River). (Salem Revised Code Chapter 68.020(p))

### **Shared Court**

A courtyard-like right-of-way that provides shared vehicle, pedestrian, and bicycle access to abutting property. The access for all modes is accommodated on the same surface and not differentiated by grade separation. Like a common green, a shared court may function as a community yard. A shared court includes traffic calming measures to ensure safe co-existence of vehicles, pedestrians, and bicycles in the same space. Shared courts should be designed to prioritize use of the right-of-way by pedestrians. Hard and soft landscape features may be included in a shared court, such as trees, shrubs, patterned brick paving, or benches. (City of Portland, 2010)

### **Sustainability**

Using, developing and protecting resources in a manner that enables people to meet current needs and provides that future generations can also meet future needs, from the joint perspective of environmental, economic and community objectives. (Oregon Laws, 2001 c.918 § 1; 2001 c.918 § 16)

### **Urban Ecotone**

A transition area of urban fabric between different socio-political and cultural communities, such as an urbanized business district and a low-density suburban neighborhood. It has some of the characteristics of each bordering community and often contains a combination of land uses not found in the overlapping typologies. An ecotone may exist where two local communities of differing characteristics blend together. (Adapted from Gaffney, 2009)

### **Vehicle Miles Traveled (VMT)**

Refers to the total distance traveled by motor vehicles in a specified area for a given period of time. (Oregon Department of Transportation)

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